REPORT RESUMES

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PLANNING AND FINANCING SCHOOL-COMMUNITY RECREATION. REPORT OF THE NATIONAL CONFERENCE ON PLANNING AND FINANCING SCHOOL-COMMUNITY RECREATION (LOS ANGELES, DECEMBER 27-30, 1966).

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INCREASED PRESSURES FOR PROVIDING VARIOUS PUBLIC RECREATION PROGRAMS HAVE LED COMMUNITIES AND SCHOOL DISTRICTS TO SEARCH FOR INCREASED FINANCIAL SUPPORT TO MAINTAIN RECREATION SERVICES AT EXISTING LEVELS OR TO INITIATE NEW PROGRAMS. THIS BOOK IS A COLLECTION OF PAPERS PRESENTED AT THE NATIONAL CONFERENCE ON PLANNING AND FINANCING SCHOOL-COMMUNITY RECREATION IN LOS ANGELES, CALIFORNIA, DECEMBER 27-30, 1966, SPONSORED BY THE RECREATION DIVISION OF THE AMERICAN ASSOCIATION FOR HEALTH, PHYSICAL EDUCATION, AND RECREATION. THE CONFERENCE PROGRAM FOCUSED ON SUCH TOPICS AS (1) FEDERAL, STATE, AND LOCAL PATTERNS OF SUPPORT, (2) SOURCES AND METHODS OF OBTAINING FUNDS, (3) AVAILABILITY OF RESOURCES FOR PROGRAM, LEADERSHIP, RESEARCH, PLANNING, AND ACQUISITION AND DEVELOPMENT, AND (4) REPORTS OF SUCCESSFUL CITY, COUNTY, AND SCHOOL PROGRAMS OF RECREATION. PRACTICAL SOLUTIONS TO THE SPECIFIC AND IMMEDIATE PROBLEMS OF PAYING FOR NEEDED RECREATIONAL FACILITIES AND PROGRAMS WERE EMPHASIZED. THIS DOCUMENT IS AVAILABLE IN HARD COPY FROM AMERICAN ASSOCIATION FOR HEALTH, PHYSICAL EDUCATION AND RECREATION, A DEPARTMENT OF THE NATIONAL EDUCATION ASSOCIATION, 1201 SIXTEENTH STREET, N.W., WASHINGTON, D.C. 20036. (HW)

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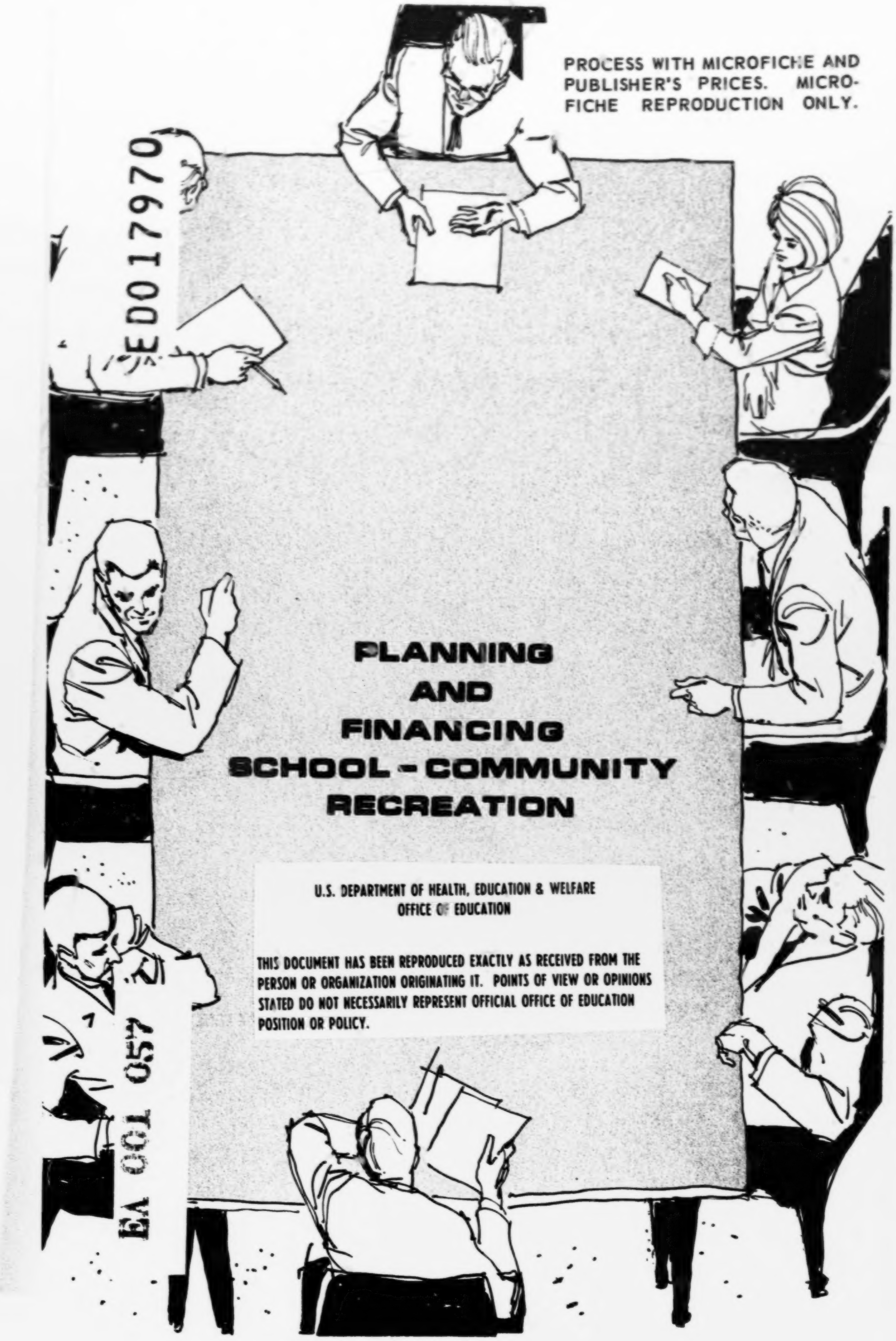

PLANNING AND FINANCING SCHOOL-COMMUNITY RECREATION

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Report of the National Conference
on Planning and Financing School-Community Recreation
Los Angeles, California
December 27-30, 1966

PLANNING
AND
FINANCING
SCHOOL - COMMUNITY
RECREATION

AMERICAN ASSOCIATION FOR HEALTH
PHYSICAL EDUCATION AND RECREATION

A Department of the National Education Association
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Foreword

As pressures increase for providing various public recreation programs, communities and school districts are searching for increased financial support and revenue sources in order to maintain recreation services at existing levels or to initiate new programs. Convinced that the most fruitful approach to solving the problem lies in patterns of school-community cooperation, the Recreation Division of the American Association for Health, Physical Education, and Recreation held a National Conference on Planning and Financing School-Community Recreation in Los Angeles, California, December 27-30, 1966.

The conference program focused on such topics as federal, state, and local patterns of support; how and where to get funds for financing; availability of resources for program, leadership, research, planning, and acquisition and development; and reports of successful city, county, and school programs of recreation. Emphasis was on practical solutions to the specific and immediate problems of paying for needed recreational facilities and programs.

Acknowledgment is made of the contributions from all those who participated in the sessions: Dick Aitken, George F. Anderson, Jackson M. Anderson, Donald T. Arnett, Leo Arranaga, Walter F. Beachy, Edward E. Bignell, Raymond E. Bogden, Donald G. Bornell, William J. Brodsly, Charles C. Chenier, John J. Collier, Ross Cunningham, Jim Curran, Pete Deidmel, Joseph Drury, Chester Ellyson, Lloyd Erhard, Nilo Fanucchi, Michael Flanagan, William Frederickson, Jr., Art Friedman, Stanley R. Gabrielsen, David Gray, Zake I. Habashi, Don Hall, Tillman Hall, Paul Hartman, Arthur E. Hawkes, Don Hodes, and Leona Holbrook.

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AAHPER publishes this report of the national conference with the hope that it will provide the information and stimulus needed by those throughout the country who are responsible for planning and administering school-community recreation programs.

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AAHPER Executive Secretary

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STATE FINANCING—PANEL OF STATES

Wisconsin

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The state of Wisconsin has been among the leaders in providing permissive legislation for recreation. However, many communities and school districts have failed to take advantage of these laws. One of the reasons for this, I feel, is that there is no one at the state level of government who is specifically charged with the responsibility for recreation. The Department of Public Assistance, the University of Wisconsin Extension Division, and the Department of Children and Youth have each assumed some of the consultation or advisory roles in assisting communities to start and to maintain recreation programs. The outdoor recreation plan has been established on a statewide basis with joint responsibility. This may help in organizing other statewide recreation assistance.

One-fourth of the communities in the state of Wisconsin that provide a tax-supported year-round recreation program do so under the sponsorship of the board of education. They furnish recreation, however, to over 70 percent of the people in the state who have such year-round services—since most of the larger cities are school-community recreation departments.

Based on the *1961 Park and Recreation Yearbook* and updated by *1964 Municipal Recreation Organization Study* done by the Recreation Education Curriculum at the University of Wisconsin, the following data is presented: Wisconsin cities which operate under school-community recreation sponsorship include Baraboo, Beloit, Cudahy, Fond du Lac, Janesville, Kenosha, Kimberly, Madison, Menominee Falls, Milwaukee, Nicolet, Oshkosh, Sheboygan, Shorewood, South Milwaukee, Wauwatosa, and West Ellis. The combined total of population represents approximately 1.4 million people. Those communities which provide recreation under city auspices and which are administered by boards or commissions of recreation, recreation departments, or park and recreation departments represent approximately one-half million people. Green Bay, LaCrosse, and Superior are among the larger communities in Wisconsin that operate under a park and recreation board. Wauwatosa secures its taxes through the Extension Law which will be cited later.

The tax-levying body is basically the city or common council. In those cities which are under the sponsorship of boards of education, the recreation budget is included in the school budget. Milwaukee, as a first-class city, levies its own school and recreation tax. Several communities have unique tax structures; for example, Kenosha gets its recreation budget as an appropriation from the city council, but the department is administered by the board of education.

The Wisconsin Statutes define very specifically the enabling legislation which provides for cities, towns, villages, counties to establish and maintain recreation programs. The booklet *Wisconsin Legislation Pertaining to Recreation*, published in 1959, is based on the 1957 edition of the Wisconsin Statutes and was revised to August 1, 1959. It is hoped that someone will bring these up to date—especially because there has been quite a bit of legislation since that date pertaining to the conservation and outdoor recreation programs. The portion relating to school-community recreation which is pertinent to this discussion and which is not completely covered in this booklet pertains to the school forest and camping program.

The Introduction to this booklet states that "government at all levels is bending to this pressure [the insistence on more recreational opportunities by the citizens] by authorizing and providing leadership, facilities, and services designed to satisfy the basic recreational needs of the people." Excerpts are from those laws that have meaning for the recreation of people, either directly or by clear implication.

Article XI of the Wisconsin Constitution, Section 3, states that "cities and villages . . . are empowered to determine their local affairs and government, subject only to this constitution and to such enactments of the legislature of statewide concern as shall with uniformity affect every city or every village." Section 3A of the same article affirms that

> the state . . . may acquire by gift, dedication, purchase, or condemnation lands for establishing, laying out, widening, enlarging, extending and maintaining memorial grounds, . . . squares, parkways, . . . parks, playgrounds, sites for public buildings, and reservations . . . and after the establishment, layout, and completion of such improvements, may convey any such real estate thus acquired, and not necessary for such improvements, with reservations . . . so as to protect such public works and improvements, and their environs, and to preserve the view, appearance, light, air and usefulness of such public works. . . .

Chapter 27 of the Wisconsin Statutes provides enabling legislation for the acquisition of public parks and places of recreation in the case of state parks, rural (county) planning, and city, town and village parks, as well as taxing procedures for purchasing and maintaining such property.

School forests are among the facilities provided for in Chapter 28, entitled "Public Forests."

Chapter 38 is entitled "Milwaukee School Laws," and establishes the use of school buildings and athletic fields for recreation purposes (38.27). This chapter made recreation directors eligible for the teachers retirement system with all the status, rights, and privileges of regular teachers (38.27). These statutes are also the basis for the use of school property and recreation personnel in departments of school-community recreation in other cities.

Chapter 40, which is entitled "School Districts," grants powers to district boards for recreation activities (40.30).

Section 40.53 authorizes school districts or other governmental agencies to provide transportation for extracurricular activities. Section 43.44 authorized construction of the Milwaukee Auditorium and Music Halls, while 43.49 allows towns, villages, and cities to erect, maintain, and operate civic centers.

One of the most important sections, 43.50, allows for the use of school buildings and grounds for civic purposes. Paragraph 1 specifically permits boards of school directors of first, second, and third class cities to provide recreation programs for children and adults—either on their own initiative or upon petition of its citizens. This section also provides for cooperation with other commissions or boards. It further establishes the procedure for the school board to request the common council to levy and collect taxes for such programs.

Section 43.51 establishes the procedures for organizing community centers by towns, villages, and cities. It goes into details on how community centers are voted upon, how they are purchased or built and operated, how taxes are raised, and for what purposes the community house can be utilized.

In Chapter 50, entitled "Counties," Section 59.07 establishes powers of the county board of supervisors (paragraph 26) that permit it to "create, promote, and conduct and assist in creating, promoting, and conducting recreational activities in the county which are conducive to the general health and welfare. . ." This paragraph further discusses taxes to pay for such expenditures.

In the same chapter, Section 59.87 establishes the Cooperative Extension Services in Agriculture and Home Economics, which is a combination of the county, the federal government, and the University of Wisconsin Extension Division. It is under this law that the community of Wauwatosa operates its recreation program. Three counties—Waukesha, Walworth, and Menominee—have recreation specialists (or agents) on their staff under this cooperative provision. Menominee County was just created in 1960 and consists mainly of an Indian population. County-wide and communitywide services are made possible through this section.

Section 60.18 allows town and school districts to levy taxes to provide for the establishment, operation, and maintenance of a department of recreation. The duties and responsibilities of these departments are spelled out in Section 66.527. The latter section specifically states the procedure for towns and school districts to conduct a referendum to establish such a recreation authority, including the tax referendum and mill tax structure. This recreation authority is authorized to "conduct the activities of such public recreation departments to expend funds therefore, to employ a supervisor of recreation, to employ assistants, to purchase equipment and supplies, and generally to supervise the administration, maintenance and operation of such department and recreational activities authorized by the board."

Village boards have their authority and procedures defined in Section 61.34.

The four classes of cities in Wisconsin are defined in Section 62.05. Section 62.22 describes how they can acquire property and 62.23 gives details on city planning for this property.

The Legal and Financial Basis for School and Community Recreation in New York State

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The legal and financial basis for school and community recreation in New York State is provided through enabling legislation in the municipal and education laws of the state. These laws permit such things as the levying of taxes, appropriation of funds, acquisition of land, development and maintenance of recreation areas, construction and operation of facilities, purchase of supplies, and employment of personnel. The General Municipal Law grants broad legal powers to the municipality for the conduct of recreation programs and the employment of recreation personnel. The Education Law provides broad legal powers to boards of education of the various types of school districts for the conduct of recreation programs and the provision of facilities and personnel necessary for such programs. These laws represent the concern of the legislature regarding the recreational needs of the citizens of the state and provide a manner by which schools and communities may act to meet these needs.

Municipal Laws Granting Legal Powers for Recreation

Article 13, Sections 240-246, of the General Municipal Law grants broad powers to the governing bodies of municipalities to levy taxes, appropriate funds, and provide for the conduct of recreation programs. Section 241 concerns the acquisition of lands for playgrounds or recreation centers. Section 242 deals with administration, equipment, and operation of recreation and shows the place of the board of education with respect to the operation of recreation programs financed completely or partially by the municipality. Section 243 permits establishment of a recreation commission to equip, operate, and maintain playgrounds and recreation centers. Section 244-b permits the municipality and school district to join in operating and financing recreation programs. Section 244-d-1 permits establishment of a joint recreation commission. Section 246 authorizes appropriation of sufficient money through taxation to carry out the provisions of the article.

Education Laws Granting Legal Powers for Recreation

The Education Law grants to the board of education legal powers for the conduct of recreation programs and the provision of facilities and personnel which are as broad as the powers granted to it for education.

Article 9, Section 414-3, permits use of schoolhouses, grounds, or other property for holding social, civic, and recreational meetings and entertainment. Section 416 authorizes the vote of taxes for the purchase of land and buildings for athletic, playground, or social center purposes.

Articles 51 and 52 define the functions of city school districts. Similar provisions are provided for central school districts, union free school districts, and common school districts. Sections 2503-4b, 2503-5, 2503-6, 2503-7, 2512-2, and 2554-10 concern the powers and duties of the board of education relative to recreation.

Article 91, Sections 4501 and 4502, authorizes establishment of and appropriation for camps by school districts.

Article 93, Section 4605-1c permits boards of education to establish and maintain day and evening schools for adults that provide a general program of continuing education including wise use of leisure time.

Recreation for the Elderly

Article 24 of the Education Law declares recreation to be a basic human need and establishes the responsibility of the state and municipal governments for providing certain recreational programs for elderly persons.

This legislation (1) creates within the State Education Department a State Recreation Council for the Elderly appointed by the commissioner of education, (2) authorizes and encourages each municipality of the state to provide recreational programs for adults 60 years of age and over, (3) authorizes the chief executive of a municipality to appoint a recreation for the elderly committee to advise and assist in the provision of recreation programs therefor, (4) declares the provision of recreation programs for the elderly to be a proper municipal function for which funds may be raised and expended, and (5) provides state aid to municipalities which operate recreation programs approved by the State Recreation Council for the Elderly and the commissioner of education.

Youth Commission Law

Article 19-A of the Executive Law provides for a permanent youth commission to aid in the work of existing religious and social institutions for the prevention of delinquency and youth crime, and the advancement of the moral, physical, mental, and social well-being of the youth of the state, and to encourage the municipalities of the state to undertake increased activities in this field by assistance and financial aid as provided in the article. Section 422, 1, 4, 5, and 6 are concerned with establishment and organization of recreation and youth service projects.

State Agencies with Legal Authorization for Recreation

STATE EDUCATION DEPARTMENT

The State Education Department, through the Division of Health, Physical Education, and Recreation, provides consultant and supervisory services for school-community recreation programs throughout the state. The Department approves the certification of recreation personnel employed by school districts. The Division produces bulletins, reports, and other materials to aid in the development of recreation programs and facilities.

STATE YOUTH COMMISSION

The State Youth Commission has legal authorization and grants services for recreation projects which provide state aid on a sharing basis with the municipality. State aid is mainly provided through the municipality, but some projects are conducted in cooperation with a school district. Many school districts provide facilities for recreation programs conducted by the municipalities and aided by the State Youth Commission.

STATE DEPARTMENT OF CONSERVATION

The State Department of Conservation has broad powers in the conduct of recreation services, including summer camps in various state parks, public camp sites on state lands and forests, and the operation of conservation education camps. It provides many services and facilities for a broad range of recreation activities.

STATE DEPARTMENT OF MENTAL HYGIENE

The State Department of Mental Hygiene has authorization for recreation personnel and facilities and employs recreation personnel in its hospital centers. Its interest is not only in hospital centers operated by the Department but in the recreation programs provided in the community to which its patients return.

STATE DEPARTMENT OF CORRECTION

The State Department of Correction has authorization for recreation personnel and facilities and employs recreation personnel in the institutions under its jurisdiction. Its interest is not only in correctional institutions but in the recreation programs in communities to which its enrollees return.

State Financial and Legal Arrangements in California

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The California State Department of Education through its Bureau of Health, Physical Education, and Recreation is dedicated to the coordinated use of all community resources, facilities, and services including the schools that are essential to providing needed community recreational services. The Department has written policy in this regard. Reflecting the Department's point of view, the state's public schools for many years have played an active part in California recreation through use of their finances, facilities, and personnel and by legislation that encourages such participation.

The foremost important legal provisions for school community recreation programs are briefly outlined in the following sections:

> ***Civic Center Law.*** **Enacted in 1917, it provides for the establishment of a civic center at each and every public school building and its grounds where groups of citizens may hold meetings when engaged in supervised recreational activities.**
>
> ***Community Recreation Enabling Law.*** **Enacted in 1939, it defines recreation and states the purposes of community recreation; authorizes cities, counties, and public school districts to organize, promote, and conduct such programs of community recreation as will contribute to the attainment of general education and recreational objectives; and authorizes school districts to use buildings, grounds, and equipment for such purposes.**
>
> **The Joint Exercise of Power Act of 1949 gives further clarification of powers, particularly as they relate to cooperative administration of authority over joint recreation programs such as a school community venture.**
>
> ***Community Services Tax Law.*** **Enacted in 1951 and revised in 1959, 1961, and 1963, this law authorizes (1) elementary school, high school, and junior college districts to levy, beyond the educational tax limit, a tax of**

> 5 cents per $100 of assessed valuation to support community recreation programs; and (2) unified school districts to levy, beyond the educational tax limit, a tax for community recreation and other public purposes which does not exceed 15 cents per $100 of assessed valuation.

There is great unity and thinking by school administrators in California on (1) the responsibility of public education to administer and finance a community recreation program for all age groups, (2) the necessity to plan and utilize the facilities of a school district in meeting the community civic and recreational needs, and (3) the obligation of the modern public school to cooperate with all existing public, private, civic, and youth-serving agencies to the end that the maximum recreation service is secured from each community dollar.

The participation of public school districts in helping to solve problems of school and community recreation has been a potent factor in the development of many kinds and types of recreational administrations and services in California communities through the years. Schools have long been aware of the responsibilities in sharing or giving leadership to programs that meet the needs of children, youth, and citizens of all ages.

In 1951, a positive move was started in the state legislature to provide California public school districts with finances for civic and recreational services. The proponents of the measure urged passage of the bill on the grounds that considerable amounts of revenue and income of school districts were being devoted to purposes other than instruction. School districts were constantly being asked to provide other services for their community such as recreation and civic programs. Thus the funds of the school district were being expended in services other than the formal education of the children in the district. School districts with limited resources having reached the maximum tax limit under Education Code restrictions, even though they had civic center and recreational needs and a citizenry ready and eager to support a program designed to serve these needs, found it difficult or impossible to do so. Civic center and community recreation services financed from the instructional budget of public school funds were naturally and traditionally subjected to critical analysis and attack.

The enactment of the Community Services Tax Law made it possible for these restricted districts to sponsor at least a minimum recreation program. It also allowed school districts who were not at their tax ceiling to levy the tax if they so desired. This was designed to be a restricted fund with a special purpose and kept apart from the general fund. It was to be administered from the Community Service Division of the budget from which come salaries, wages, and other community services. The enactment of this legislation provided some security and assurance of authorized recreational services for the first time in the history of public education in California. Here was a fund that did not have to compete with formal education instructional funds.

The tax collected was to be used in making school property and services available in two additional ways: (1) for public group use (civic center) and (2) for community recreation services.

Through the years the use of the Community Services Tax Law has provided assistance to school districts and communities in initiating and expanding recreation programs. This Code section has taken on a flexible and broad concept. Considerable money raised from this tax source is expended for acquisition and construction of facilities that may be used for the school instructional program during the regular school day and for school and community recreation during out-of-school periods. The best example of this would be a swimming pool—either on or abutting the high school site. This pool would be used for instruction in aquatics during physical education class periods and would be used for school recreation after school. The same facility would be used for school and community recreation on weekends and during vacation periods. It should be realized that such an expenditure is not only legal but represents wise use of the tax dollar and reduces duplication and overlap in construction of community recreation facilities.

There have been some honest differences in opinions regarding the expenditure of the Community Services Tax money. Probably the major factor causing these differences of opinion is the change in interpretation that has evolved from the narrow original concept to the present broad meaning, understanding, opinion, and thought as to what school recreation actually is. From the viewpoint that originally regarded school class instruction and recreation as separate and distinct entities has gradually evolved the concept of a close existing relationship between what is taught during the regular school day and the opportunity to put these skills into practice during out-of-class hours.

Good educational programs in California have presented opportunities for meaningful recreational experiences that are an outgrowth of the instructional program. A close relationship exists between the school class periods in English, science, arts, crafts, social studies, and physical education and how they are enriched and expanded in the recreational setting during out-of-school hours. School recreation attempts to provide enrichment opportunities in these subject areas through this laboratory experience.

In the policy statement *The Roles of Public Education in Recreation: A Framework for Recreational Services Provided by California Public School Districts,* which was adopted officially by the superintendent of public instruction and members of his Executive Cabinet on September 11, 1959, the superintendent was quoted as follows:

> It is doubtful whether any of the elements of the regular curriculum are more truly educative than are the activities associated with recreation. Respect for false and harmful standards has in the past kept the recreational arts in the place of the poor relations. For example, reading is one

> of the basic recreative arts. It is time for full recognition of the value of many learnings closely related to man's leisure and for according them a position of honor at the educational table.
>
> Recreation is an essential part of the educational system and as such has as its purpose the acquisition and development of attitudes, skills, insights, and resources for the enrichment and positive creative use of leisure. School should provide planned experience beyond the classroom so that students can use their leisure constructively at present, as well as improve attitudes, appreciations, and skills that will carry over to the future adult leisure pursuits.

The California Community Services Tax Law is elastic in nature because of its wide and varied use. It is a local tax assessed on local property to fill local needs. It is permissive and does not have to be approved by the electorate but can be initiated by board of trustees resolution. A local superintendent of schools and his board acting in good faith in the expenditure of these funds to meet Education Code requirements for community recreation needs no interpretation to proceed. Full authority is given local governing boards to use this tax for purposes that they deem will meet community recreation needs. However, the use of these funds may also provide services that are primarily for purposes other than recreation. In this respect the funds may meet several needs, as long as they make a real contribution to community recreation. If legal expenditure of the fund is in question the local county counsels are consulted for opinions and advice.

Recreation in California has flourished under the aid of the Community Services Tax Law. In many communities it is the major or only source of revenue. In others it has provided expanded programs and facilities that would not have been otherwise possible. Its uniqueness lies in that it is separate and distinct from instructional funds and does not have to compete with formal education as a budget item.

Public Recreation for Pennsylvania

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Enabling Legislation for Recreation

Enabling legislation for recreation has been provided for in each of the various municipal codes. The sections in each of the codes will be listed and the complete wording as taken from the Borough Code will be given to serve as an example for the others.

Cities of the third class, Sections 3703 to 3709, Act of June 23, 1931, P.L. 932, re-enacted and amended June 28, 1951, P.L. 662.

Incorporated towns, Act of June 2, 1955, P.L. 134 Townships of the first class, Sections 3001 to 3014, Act of June 24, 1931, P.L. 1206, re-enacted and amended May 27, 1949, P.L. 1955.

Townships of the second class, Section 1901 to 1907, Act of May 1, 1933, P.L. 103 re-enacted and amended July 10, 1947, P.L. 1481.

Counties of the second class, Sections 3001 to 3053, Act of July 28, 1953, P.L. 723.

Counties of the third through eighth classes, Sections 2501 to 2516, Act of August 9, 1955,P.L. 723.

Boroughs Sections 2701 to 2718, Act of May 4, 1927, P.L. 519, re-enacted and amended July 10, 1947, P.L. 1621.

Example: Borough Code

> *Section 2713. Creation of Recreation Board.* The authority to supervise and maintain recreation places, may be vested in any existing body or board, or in a recreation board, as the borough council shall determine. The corporate authorities of any such borough may equip, operate, and maintain the recreation places as authorized by this act. Such authorities may, for the purpose of carrying out the provisions of this article, employ play leaders, recreation directors, supervisors, superintendents, or any other officers or employees, as they deem proper.
>
> *Section 2714. Composition of Board.* If the borough council shall determine that the power to equip, operate, and maintain recreation places,

> shall be exercised by a recreation board, they may establish in said borough such recreation board, which shall possess all the powers, and be subject to all the responsibilities, of the respective authorities under this article. Such board, when established, shall consist of five persons, and when established in a borough, having a school board, two of the members may be members or appointees of the school board. The members of the board shall be appointed by the council of such borough, and shall serve for terms of five years, or until their successors are appointed, for such terms that the term of one member shall expire annually thereafter. Members of such boards shall serve without pay. Women shall be eligible for appointment. Vacancies in such board, occurring otherwise than by expiration of term, shall be filled for the unexpired term in the same manner as original appointments.
>
> *Section 2715. Organization of Board; Employes.* The members of a recreation board, established pursuant to this article, shall elect their own chairman and secretary and elect all other necessary officers to serve for a period of one year, and may employ such persons as may be needed as authorized by this article. Such board shall have power to adopt rules and regulations for the conduct of all business within its jurisdiction.
>
> *Section 2716. Joint Ownership and Maintenance.* Any two or more boroughs, or a borough with any city, or township or a borough with a county, may jointly acquire property for, and operate and maintain any recreation places. Any school district shall have power to join with any borough or boroughs in equipping, operating, and maintaining recreation places, and may appropriate money therefor.
>
> *Section 2717. Issue of Bonds.* The borough council may issue general obligation bonds for the purpose of acquiring lands or buildings for recreation places and for equipment thereof.
>
> *Section 2718. Maintenance and Tax Levy.* All expenses incurred in the operation of such recreation places established as herein provided, shall be payable from the treasury of such borough, or boroughs, township, city, county, or school district as may be provided for by agreement of the corporate authorities. The local authorities of such borough having power to appropriate money therein, may annually appropriate, and cause to be raised by taxation, an amount necessary for the purpose of maintaining and operating recreation places.

Section 706 of the School Code states:

> Any school district shall have the power to join with any city, borough, incorporated town, township, or county, or any combination thereof, in equipping, operating, and maintaining parks, playgrounds, playfields, gymnasiums, public baths, swimming pools, and indoor recreation centers, and may appropriate money therefor. For such purpose, the school district may levy an annual tax not to exceed two mills on the dollar of the assessed valuation of taxable property in the school district.

Section 1146 of the School Code prescribes the certification requirements, minimum wage, and maximum hours for the personnel employed as recreation leaders for children and youth (6-21 years) activities.

Hours—Ten (10) clock hours of service per week for a leader currently engaged in other full-time employment.

Thirty (30) clock hours of service per week for a leader not otherwise concurrently employed.

Forty-eight (48) clock hours of service per week for fifty (50) weeks for the full-time directors of recreation programs.

Wages—Emergency certificated: minimum of $1.50 per hour.

Extension standard certificate: minimum of $2.50 per hour.

Certification Requirements

Extension Standard Certificate. Individual must have completed at least two (2) years of college study.

Emergency certificate. Individual must be a high school graduate or be twenty-one (21) years of age.

Section 1901 of the School Code defines recreation as being a part of extension education, for which local school districts receive reimbursement from the commonwealth for the leadership of recreation activities for children and youth from the ages of six to twenty-one.

Section 1906 of the School Codes states that extension education (of which recreation is a part) shall be an integral part of the public schools of the commonwealth and of the districts in which it is organized.

Pennsylvania has had a reimbursement program for recreational leadership paid by the commonwealth to the school districts since 1943. This reimbursement program provided the incentive for the growth of recreation in Pennsylvania. By 1948, 350 school districts were participating in the Extension Recreation Reimbursement Program; by 1950, 656 school districts; 1952, 760; 1954, 835; and by 1955, 917 school districts participated. About this time, the school districts started into jointure programs and were reaching more and more participants. During the 1965-66 school year, 734 school districts (reorganized) participated in this program. These figures represent both full-time, year-round and part-time seasonal programs. The part-time programs outnumber the full-time by about 7 to 1.

The basis for the state reimbursement was the use of the school district's reimbursement fraction times the recreation leadership expenditure for children and youth activities. Statewide, the reimbursement fraction averaged approximately 67 percent. During the '66-'67 school year, the state reimbursement will amount to approximately $4,000,000.

During the 1965 session of the General Assembly, Act 580 was passed. The purpose of this act was to put into one single subsidy package the several separate reimbursement programs paid by the state to the school districts. This act eliminated the separate special reimbursement for recreation. It is still possible for a school district to expend monies for recreation through its general fund account, and in this way the recreation expenditure becomes eligible for reimbursement along with the other school expenditures for cost of administration, instruction, attendance, school plant operation and maintenance, and fixed charges in the single subsidy package. There is a limiting factor however. The state will reimburse only on a maximum total of $400 per pupil for all of the above mentioned expenditures. Any expenditure over and above the $400 maximum is totally local effort. Herein lies recreation's problem under this new legislation. We have found that recreation expenditures cannot compete with teachers salaries and the other regular day school expenses. Approximately 20 percent of the recreation programs have already been curtailed since the act went into effect on July 1, 1966.

We are at present working on some suggested legislation with hopes that it will be introduced early in 1967 to reinstitute a separate special reimbursement program for extension recreation.

Planning and Financing Recreation in Minnesota

JACKSON M. ANDERSON

Chairman, Department of Recreation and Park Administration
University of Minnesota, Minneapolis

Minnesota Recreation Enabling Act

The basic recreation enabling act for the state of Minnesota was passed by the state legislature in 1937. This is an act authorizing all cities, however organized, or any villages, boroughs, towns, counties, school districts, or any board thereof, to acquire recreational facilities and operate programs of public recreation and playgrounds. The main provisions of this act are as follows:

> Any city, however organized, or any village, borough, town, county, school district, or any board thereof, may operate a program of public recreation and playgrounds; acquire, equip and maintain land, buildings, or other recreational facilities; and expend funds for the operation of such program pursuant to the provisions of this act.
>
> Any city, however organized, or any village, borough, town, county, school district, or any board thereof, may operate such a program independently, or they may cooperate in its conduct and in any manner in which they may mutually agree, or they may delegate the operation of the program to a recreation board created by one or more of them, and appropriate money voted for this purpose to such board. In the case of school districts, the right to enter into such agreements with any other public corporation, board, or body, or the right to delegate power to a board for operating a program of recreation, shall be authorized only by a majority vote cast at an annual school election, provided that expenditures for this purpose shall not be included under maintenance cost in the computation of supplemental aid to the local school district.
>
> Any corporation, board, or body hereinbefore designated, given charge of the recreation program is authorized to conduct its activities on—
>
> (1) property under its custody and management;
>
> (2) other public property under the custody of any other public cor-

poration, body, or board with the consent of such corporations, bodies, or boards;

(3) private property, with the consent of its owners; and

(4) shall have authority to accept gifts and bequests for the benefit of the recreational service and employ directors and instructors of recreational work.

In all cases where school funds or property are utilized, the State Board of Education shall—

(1) Establish minimum qualifications of local recreational directors and instructors;

(2) Prepare or cause to be prepared, published and distributed adequate and appropriate manuals and other materials as it may deem necessary or suitable to carry out the provisions of this act;

The facilities of any school district operating a recreation program pursuant to the provisions of this act shall be used primarily for the purpose of conducting the regular school curriculum and related activities, and the use of school facilities for recreation purposes authorized by this act shall be secondary.

In order for the school to contribute to the operation of a recreation program, which is jointly provided by the city council and the school, there must first be a vote by the school electors for such authorization. If either the school or the city wishes to finance a recreation program alone, then there is no necessity for a vote. Also, the city may operate and finance a program and the school may cooperate to the extent of providing facilities without a vote.

Certification Requirements for Recreation Personnel

If school funds or facilities are used, recreation personnel must meet the certification requirements established by the State Board of Education. The law states that certification of recreation personnel, where professional preparation is required, may be granted to persons who are recommended by a college or university maintaining an approved, or comparable, program of preparation. Such recommendation shall attest to the completion of the program.

The State Board of Education has established the following minimum qualifications for local recreation directors and instructors:

RECREATION DIRECTOR

A recreation director is a person who works full time on a school year or calendar year basis and who is under contract with a school board or cooperating agency to organize and direct the local recreation program.

Requirement: A bachelor's degree with a college major in the field of recreation leadership.

PART-TIME RECREATION DIRECTOR

A part-time recreation director is a person who works a part of a day or a part of a year (afternoons, evenings, or summer months), or any period less than full time as defined under *Recreation Director,* and who is under contract with a school board or cooperating agency to organize and direct a recreation program.

Requirements: When the person is a certificated teacher, he shall have earned not less than 8 to 9 quarter credits in resident or extension work, including preparation in each of the following areas: introduction and theory of leisure and recreation; organization and administration of recreation; and recreational leadership or recreational fieldwork.

When the person is not a certificated teacher but is a student recreation major in preparation, he shall have completed at least 6 semester or 9 quarter hours of professional work in recreation, including the areas stated immediately above.

RECREATION INSTRUCTOR

A recreation instructor is a person who works full or part time as an instructor, leader, or specialist in some area of a recreation program under the direction of a recreation director or part-time recreation director.

Requirements: The recreation instructor shall possess special abilities, qualities of leadership, and general fitness to work in the local recreation program, and shall be certified as to these qualities upon recommendation of the recreation director to the state supervisor of recreation, Department of Education, in the annual recreation report made by the local school district.

These requirements became effective on September 1, 1965, and do not apply to recreation personnel employed prior to that date.

State Inter-Agency Recreation Council

The Minnesota State Inter-Agency Recreation Council, formed more than 15 years ago at the request of the governor, is comprised of all departments of state government having an interest in recreation. The aims and goals established by the Council are as follows:

To know the recreational needs of the people in the state through a continuous fact-finding program.

To know the present available recreational resources, facilities, and services in the state.

To develop means for greater cooperation and coordination of efforts between the existing departments and cooperating agencies in order to make more effective the recreational services, matrials, and resources.

To direct requests for recreational services to the appropriate departments and agencies.

To encourage local communities to develop adequate recreational programs.

To advise and assist, whenever possible, the existing voluntary and public agencies in providing recreational services.

To recommend the establishment or improvement of needed recreational services to the appropriate departments or agencies.

To minimize overlapping and duplication of effort by state agencies through coordinating the planning and action on recreational problems arising in the state.

To stimulate interest in recreational problems.

Annual Survey of Recreation in Minnesota

One of the goals of the State Inter-Agency Recreation Council is to reduce the duplication of effort by state agencies. An important step in achieving this goal has been to reduce the duplication of effort resulting from the collection of information pertaining to recreation programs in Minnesota. This is the 16th year that a single, uniform questionnaire has been used to gather such information. The State Department of Education has distributed this questionnaire each year and has acted as the official information-gathering agency in matters pertaining to recreation.

The latest information concerning the status of recreation programs in Minnesota is that compiled from the questionnaire circulated in 1965. Of 441 questionnaires sent out, 390 were returned. The returns indicated that some kind of recreation program was functioning in 340 communities. Of the communities not returning the questionnaire, it is known that at least 40 conduct some type of organized recreation program.

ADMINISTRATIVE CONTROL OF THE PROGRAM

There are many different patterns for control of local recreation programs. In many places, several governmental agencies play a part in sponsoring the program and there is no delineation of authority. An accurate picture of who has administrative control is therefore difficult to obtain. However, Table 1 will give a reasonably true picture of the administrative control of recreation programs in Minnesota.

TABLE 1

Administrative Control of Recreation Programs in Communities Reporting an Organized Program

AGENCY	ADMINISTRATIVE CONTROL	COOPERATING	JOINT CONTROL
Board of education	195	111	30
Village or city council	77	157	31
Recreation commission	46	15	4
Park board	23	30	6
Others (private agencies, etc.)	14	132	8

FINANCING THE PROGRAM

Table 2 shows the source of funds spent for recreation in the communities reporting an organized program. It should be noted that in 194 communities, boards of education contributed a total of $631,655. In 154 communities, village or city councils contributed a total of $807,842. A total of $299,402 was contributed by the park boards of 21 communities. In seven communities, recreation commissions contributed a total of $77,330. A total of $113,239 was contributed by other types of agencies (including private agencies) in 93 communities. The total amount contributed by all agencies for recreation (excluding Minneapolis and Duluth) was $1,929,467.

TABLE 2

Source of Funds Spent for Recreation
in Communitities Reporting an Organized Program

AGENCY	1964-65	NUMBER MAKING BUDGET CONTRIBUTIONS
Board of education	631,655	194
Village or city council	807,842	154
Park board	299,402	21
Recreation commission	77,330	7
Others	113,239	93
Total	$1,929,468	

These figures are somewhat misleading since many communities in reporting programs neglected to include the budget contributions.

LENGTH OF PROGRAM

Table 3 indicates the period of time over which the program was operated.

TABLE 3

Length of Program, 1964-65

Less than 4 weeks	4	11-15 weeks	18
4-7 weeks	74	Part time	45
8-10 weeks	156	Full time	43

Of the reports received, 43 communities indicated they were providing a full-time, year-round organized recreation program. Part-time programs were reported by 45 communities. The largest number of communities (156) reported a program operating over a period of eight to ten weeks. Only 4 communities conducted a program for less than four weeks during the year.

TYPES OF ACTIVITIES

The types of activities, listed by frequency, are shown in Table 4.

TABLE 4

Activities According to Frequency

1. Team games
2. Swimming and water sports
3. Individual and dual games
4. Games of low organization
5. Tennis
6. Music
7. Arts and crafts
8. and 9. Golf and special event days (tied)
10. Story telling
11. Gun safety
12. Physical fitness
13. Winter sports
14. Picnics
15. Table games
16. Rhythmic activities
17. Sand box
18. Hiking
19. Camping
20. Family recreation
21. Clubs
22. Bicycles
23. Drama and pageant
24. Forums

Team games were the most popular activities in the communities reporting, with swimming and water sports occupying second place. Individual and dual games were the third most frequently mentioned types of activities.

Persons Served by Program

Table 5 shows the age grouping and sex of those served by the program.

TABLE 5

Age Groups Served by Recreation Program

AGE	MALE	FEMALE
Preschool	118	118
Elementary school	328	308
Junior high	335	314
Senior high	298	371
19-24 years of age	127	123
25-40 years of age	119	105
"Golden Age"	58	55

The junior high school age group had the largest participation in the program, with the elementary school age group in second place. In third place was the senior high school age group. The "Golden Age" group had the smallest number participating. There was a fairly even balance between male and female participants in all age groups.

A comparison with reports of previous years indicates a trend toward better balance among the activities for both sexes. However, more opportunities should be provided for the preschool age group, the 19-24 age group, the 25-40 age group, and the "Golden Age" group.

LEADERSHIP PERSONNEL

The 340 communities reporting some type of organized recreation program employed a total of 3,258 workers during the year. Of this number, 1,039 were employed as teachers. Many of the other workers were either high school or college students hired on a part-time basis.

The amount spent for leadership for the year, excluding Minneapolis and Duluth, totaled $1,422,469. Of this, $294,242 was expended for salaries of the 43 full-time directors reported. Thus, the average salary of full-time directors was $6,842, which is lower than it should be, even though Minnesota is comprised primarily of small communities.

Conclusions

From the information contained in the annual survey of recreation in Minnesota, it is apparent that the board of education is the primary agency administering community recreation programs. It is also the agency most frequently making budget contributions to support these programs.

The village or city council is the most substantial contributor of funds in terms of the total amount provided for the financial support of community recreation. The board of education contributes the next largest amount toward the total recreation budget.

Our state has been blessed with a fascinating variety of natural resources. Minnesota's "sky blue waters" are famous nationwide. We have 15,291 lakes ranging from 10 acres to thousands of acres in size. They are feature attractions for summer vacationers, providing countless opportunities for fishing, boating, swimming, and hunting.

Minnesota's 1965 and 1966 apportionment from the Land and Water Conservation Fund is $1,672,387. This money has been wisely used for land acquisition, planning, and development projects which will help ensure outdoor recreation opportunities for future generations.

Perpetuating our heritage of natural resources is the great recreation challenge in Minnesota. Once gone, this heritage can never be recovered. I hope we can have the vision to meet this challenge successfully in the years ahead.

The Chicago Story

LEWIS H. KRANDEL

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Board of Education, Chicago, Illinois

I. History

In 1912 the first authorized use of a school building for social and recreational purposes was established in Chicago. Fifteen years later 25 community centers were in operation serving as many needy areas. A financial emergency in the early thirties caused the temporary curtailment of the program.

The year 1939 saw the resumption of the program in the high schools, with the elementary services following in 1943. Between 1945 and 1950 only very limited expansion was possible because of insufficient funds.

During the early stages of the Social Center Program a Subcommittee on the Wider Use of Schools of the Chicago Recreation Commission gave splendid support to the cause. When it became obvious in 1951 that a source of revenue other than the Educational Fund should be sought, the existing committee dropped its affiliation with the Recreation Commission and became known as the Citizens Committee on the Wider Use of Schools, with the express purpose of seeking legislative approval for an extension of the playground tax levy.

Senate Bill 432, known more popularly as the "Lighted School House Bill," was passed by the legislature in June 1951; and a referendum on an increase in the recreation fund tax levy was approved by the voters at a general election in April 1952. This increase in the levy enabled the Board of Education to approve a program of expansion of social center services.

II. Financing

Tax Levy for School Code of Illinois Cities over 500,000

Section 34-21.2. Playgrounds. The board shall take control and management of all public playgrounds owned or acquired by the city which are adjacent to or connected with any public school in the city and shall equip, maintain and operate them for the moral, intellectual, and physical welfare of the children and persons using them. The title to all lands occupied as such playgrounds shall vest in and be held by such city in trust for the use of schools. Nothing herein shall prevent the city from owning and operating parks, bathing beaches, municipal piers, and athletic fields as provided by law.

Section 34-62. Tax for playgrounds. The city council shall, upon demand, and under the direction of the board, annually levy for the purpose of establishing, equipping, maintaining and operating playgrounds adjacent to or connected with any public school under the control of the board or school district, and for recreational purposes in connection with any such public school including the salaries or wages of teachers, supervisory personnel, attendants, and all other persons employed in connection with all of such purposes, *an annual tax not exceeding .045 per cent of the full, fair cash value,* as equalized or assessed by the Department of Revenue, of all taxable property, on all taxable property in the city, the tax to be known as the school playground and recreational purpose tax; provided, that the amount of such tax levied in any year shall not exceed the estimated amount of taxes to be levied for any such year as determined in accordance with the provisions of Sections 34-43 through 34-52, and set forth in the annual school budget of the board of education. In ascertaining the rate per cent that will produce the amount of any such tax, the county clerk shall not add to such tax or rate any amount to cover the loss and cost of collecting the tax.

Section 34-63. Tax anticipation warrants for playground purposes. When there is not sufficient money in the treasury to meet the ordinary and necessary expenses for playground purposes, and for the purpose of equipping, maintaining, and operating playgrounds *(or for playgrounds and recreational purposes, as the case may be)* the board may request the city council whose duty thereupon it shall be to order issued warrants against and in anticipation of any taxes levied for the payment of the expenditures for the above purpose to the extent of 75 percent of the total amount of taxes levied for such purpose. Reissued warrants shall bear the index numerical designation of the original warrants, shall be subnumbered consecutively in the order of reissuance, and shall be paid in the direct order of reissuance, beginning with the earliest subnumber. Reissued warrants shall, however, be paid prior to the payment of any warrant, or any reissuance thereof, issued after the date of the original warrant and in anticipation of the collection of the same tax.

Total Budget 1966
Chicago Board of Education—Recreation Playgrounds and Social Center

$4,944,301.00

Recreation playgrounds—	$3,090,236.00
Social centers—	1,854,065.00

III. Planning

A. PHILOSOPHY OF RECREATION

The purpose of recreation service is to further the growth and development of the individual through the satisfying and constructive use of leisure time so that he may make his maximum contribution to society. If this purpose is to be met there are three basic conditions which should be kept in mind in the planning process: Recreation must be based upon friendly relationships; it must be so satisfying in terms of achievement through learning; and it must contribute to the growth of individuals.

The following principles are set forth as basic to the comprehensive recreation plan with the above objectives in mind. The first principle is the concept that to base the recreation program on friendly relationships it is necessary and desirable to base it upon the needs of local neighborhoods. Good planning for recreation should begin in the neighborhood.

The second principle to effective recreation planning is based upon the necessity for the recreation plant to be functional for recreational purposes. This is essential if the individual is to gain from the facilities the satisfaction that his sport or interest should afford.

No comprehensive recreation plan is complete without considering management, leadership, and maintenance requirements of the service to be rendered. There are management problems of finance and policy making; there is the importance of good distribution of leadership and maintenance personnel; and, in a city where so many autonomous agencies contribute to meet the total needs of the city, there is a constant problem of coordination to assure the most efficient use of resources spent in this service.

Over and beyond the requirements of the neighborhood and community, there exists a need to plan for specialized district, citywide, and metropolitan facilities and services. Only through long-range planning can such natural resources as afforded by Lake Michigan (the native forest areas on the outskirts of the city) be put to the most economical use; only through long-range planning can we ever meet the total needs for specialized facilities such as golf, boating, camping, and so forth. While there are no set standards for such facilities which can, as yet, be supported by research or systematic study, recommendations are provided in the comprehensive plan which may serve as goals in meeting these recreation needs.

B. PRINCIPLE OF FUNCTIONAL PLANNING

The principle of functional planning has its roots in the purpose of recreation service defined above and in the reasons for adopting the neighborhood and community as fundamental planning areas.

The neighborhood and community are chosen as fundamental planning areas because they are identifiable levels of social groupings (often with definite physical boundaries), which offer an environment conducive to the desired recreation program. In addition. these areas are suited in size and pattern to the differing degrees of mobility of age groups regarding safety of access and travel distance, as well as to the varying emphases of interest in recreation activities reflected through age groups, stage of skill, and the demand for and cost of specialized facilities.

Successful achievement of the declared objectives of recreation service within the complex sociophysical conditions found in the neighborhoods and communities requires adequate programs and facilities. Experiences in the field of recreation have shown that certain facilities—acreage, indoor, and outdoor equipment, staff—must be provided in at least a basic unit form before an efficiently functional program can be operated.

The evaluation of needs and recommendation of recreation units in reference to location, size, and types of facilities to serve these needs so as to attain the overall objective of recreation service is considered the functional planning of recreation facilities. It is the attempt to obtain a product which is really functional because it effectively serves as a tool to achieve a desired goal.

Functional planning intends to understand the varying types of needs which arise from the social, physical, and economic conditions (existing and proposed) in the individual areas. Each of the neighborhoods and communities have traditions and characteristics which present problems peculiar to the area. Areas with large housing projects, areas near concentration of industry, and areas containing populations whose characteristics (density, age groupings, income, etc.) might produce extraordinary recreation demands receive special attention. Through the application of functional planning techniques, facilities which might otherwise be inadequately or improperly supplied can be provided to serve actual needs in specific areas.

Particularly important in this regard, as long as blighted or slum areas exist, is the positive role recreation services play in ameliorating the mean social conditions which are found in such areas. Recreation has proved to be an influence in bringing together significant forces toward a more cohesive and articulate neighborhood or community. Intensification of all recreation activities should be undertaken in blighted areas which exhibit delinquency rates, poor housing, interracial tensions, and low economic status. Though all areas have a need for and a right to opportunities for recreation and group life, problem neighborhoods and communities require more service and leadership, public and private. A factor of relative social need can be introduced here to help determine the priority of development for certain facilities and services and probably indicate the necessity for extending the service in such neighborhoods beyond the defined basic neighborhood or community recreation unit. Functional planning accomplishes this with a view toward any redevelopment plans for these areas.

Recognition of the functional concept leads the way to a planning and designing of sites and facilities so that effective use will be made of them. Facilitation of the latter step involves such elements as the provision of adequate space for those facilities deemed necessary, a safe and convenient access to the facilities for all members of the served population, and the economy of construction and maintenance.

A further extension of the functional principle would find it desirable for each community to have an opportunity to participate in the planning process and to share in the interpretation of its own needs. Grass roots sharing in the planning process contributes to the functional aspect of the plan and is of great value in effecting it.

C. Selection of Locations for Social Centers

Based on the aforementioned principles the following criteria were derived:

Area 1—Extent of Existing Recreational Facilities

An up-to-date map depicting all of the existing public and private recreational agencies in Chicago serves to point up the proximity of these agencies to the school being surveyed. The nature of the program is determined and the age group served—whether or not the facility serves all of the community. Inasmuch as the maximum desirable area of influence of a social center is considered to be not more than ⅜ mile, only those agencies within these confines are considered.

The hazards of well-traveled thoroughfares are discussed as having important bearing on the problem of locating recreational agencies.

In those instances where other agencies are in operation within the ⅜ mile radius, a written statement is obtained from the agency regarding the concern of duplication or overlapping services.

Area 2—Sociological Data

This area is considered so significant that it is divided into two phases, each of which is emphasized as much as the other four areas.

A. Population Density. Using the census tracts of 1960, published by the University of Chicago, the following table based on square mile totals was established.

Population per Square Mile	*Point Value*
0 - 5,000	0
5,001 - 10,000	1
10,001 - 20,000	2
20,001 - 30,000	3
30,001 - 40,000	4
over - 40,000	5

B. Indexes of Juvenile Delinquency. The Institute of Juvenile Research gives substantial assistance by developing percentile rankings of the 76 communities of Chicago based on the following indexes:

1. Median income
2. Rate of relief cases
3. Percentage of housing units built
4. Rate of infant mortality
5. Rate of Boys Court cases
6. Rate of juvenile delinquents

It is felt that such a composite analysis is a more realistic appraisal of the actual conditions from which juvenile delinquency originates.

Percentile rankings are evaluated as follows:

	Points
80.0 - 99.9	5
60.0 - 79.9	4
40.0 - 59.9	3
20.0 - 39.9	2
0.1 - 19.9	1

Area 3—Adaptability of School Facilities

Only very few public elementary school buildings in Chicago are planned so that they pose too many problems to be considered for social center use.

Those buildings providing a gymnasium, auditorium, sufficient classrooms and washrooms on the first floor are given the highest value of 5 points. Points are deducted for the following:

1. A gymnasium-auditorium combination.
2. A gymnasium and auditorium separated only by a folding door arrangement.
3. A gymnasium on the upper floor.
4. Insufficient classrooms with movable equipment.
5. Washrooms only in the basement.
6. Lack of storage space.
7. Lack of exterior lighting.

Points are added for the following special facilities:

1. A swimming pool.
2. More than one gymnasium.
3. Equipped shops.

Area 4—Extent of Community Interest

The initial letter directed to the principal requesting the privilege of making the survey, implies the desirability of having lay representatives from the community present to interpret the need for recreation from the standpoint of the local residents. The evaluation given in this area reflects the actual situation at the time of the meeting, namely, the number of persons present and their display of enthusiasm for the establishment of a social center.

Other factors considered are petitions and correspondence which has previously been directed to the general superintendent of schools.

The interest of the community is most important to the successful operation of a social center. The establishment of an advisory committee consisting of representatives of all local organizations and groups is the first step taken to organize the project. This committee meets on call of the local director and pledges itself to provide necessary volunteer support for the proper functioning of the center.

Area 5—Position of the School Administration

The attitude of the local principal and engineer toward establishing a social center is another important factor in its successful operation. A series of questions pertaining to need, desirability, willingness to serve, staffing, building features, lighting and storage are directed to the principal and engineer. The evaluation established is based on the survey visit and the answers given on the questionnaire.

The completed surveys are analyzed and graded on the basis of established standards for each of the areas and subdivisions cited above.

It is understood that as circumstances change in a given community or in the school itself, the point evaluation may be adjusted accordingly. The priority for a given school is the summation of points of each of the five areas. In cases where several schools have an equal priority total, preference for establishment is given to the schools having the greater points in area 1.

IV. Organization

OBJECTIVES

To enable citizens who have an investment in the public school buildings of Chicago to utilize facilities after school hours and in the evenings for social and recreational purposes.

To provide wholesome, supervised recreational opportunities for children, teenagers, and adults during available leisure hours.

To supplement the day school program through the provision of an outlet for further development of the extracurricular program.

To enable young people to have relatively free choice insofar as activities and group affiliations are concerned. This will make possible the assimilation of common experiences by young people of various grades.

To provide opportunities for leadership in creative experiences for young people.

To cooperate with other agencies in building the qualities necessary for and the responsibilities inherent in good citizenship.

To stimulate greater unity in the family through participation in the social center.

To foster a common meeting place for all persons of the community regardless of school affiliation.

ADVISORY COMMITTEE

The committee is customarily composed of representatives of civic groups, who will work cooperatively with the director in developing and maintaining a successful, integrated, recreation program.

The purpose of this committee is to act in an advisory capacity in such matters as—

Determining the area of influence of the center.
Establishing the age groups to be served.
Planning the program of activities.
Furnishing volunteers to assist in the supervision of the center.
Handling the preliminary registration.

Groups from which the committee should be drawn:

PTA
Churches
Youth serving groups, e.g., scouts, Campfire Girls
Service clubs, e.g., Kiwanis, Lions
American Legion
Police station
Women's clubs

Other groups from which the committee is drawn:

Community newspaper
Other recreational agencies
Improvement association
Other groups interested in serving youth

Extending the invitation

The structure of the committee is an important first step. The PTA usually takes the initiative in getting the committee started. Invitations can be extended by writing, phoning, through community newspaper articles, or church bulletins.

When all arrangements have been completed, contact the social centers office so that a representative may be present at the initial meeting.

MASS MEETING (optional)

This meeting is arranged by the advisory committee and generally consists of—

A showing of the social center film. An explanation of the scope of the program by a representative of the social center staff.

A statement regarding the community's part in the operation of the program.

An opportunity for those present to ask questions.

All parents should be urged to attend with their children. The attendance at this meeting should be indicative of the adult interest in the program.

Invitations should be extended to other public, private, and parochial schools in the community.

The permit for the use of the building for this occasion will be furnished by the social centers office.

INTEREST FINDER

Sufficient copies of a prepared interest finder will be furnished by the social centers office for circulation through the community to ascertain the interest of the following groups:

3rd-4th grades
5th-6th "
7th-8th "
Teenagers
Adults

The advisory committee will collect and tabulate the findings, the results of which should indicate the needs, interests, and the various age groups to be served.

PRELIMINARY REGISTRATION

With the information procured from the interest finder it is possible to preregister all participants in the proper session for their grade group, as well as the activities of their choice. Such a preregistration will also make possible an equalization of the activity load.

Rubber stamps for each of the activities, such as gym, crafts, games, movies, skating, etc., are used on the registration card to prevent unauthorized changing by the participants.

This plan of preliminary registration will permit the center to operate efficiently on the date of the first scheduled session.

SESSIONS—ELEMENTARY INDOOR—OCTOBER THROUGH APRIL

Afternoons: 3:30-5:30 p.m.

The afternoon program serves the elementary school children, particularly grades three through eight.

It is recommended that this phase of social center operation be considered as the first effort in establishing a new social center.

Evenings: 7:00-10:00 p.m.

The Friday evening endeavor customarily provides opportunities for seventh and eighth graders and those young people in their first semester of high school, who have just graduated from elementary school and are still somewhat insecure in their new high school situation. This program has been operating successfully for many years. Other weekday evenings provide recreation activities for teenagers and adults.

Saturday Morning Program—8:30-11:30 a.m.

Inasmuch as basketball has universal appeal to most teenage boys, the elementary school gymnasiums, in selected areas, are opened on Saturday mornings from October through April for instruction of this favorite sport as well as for supervised play.

OUTDOOR PROGRAM, MAY, JUNE AND SEPTEMBER—MONDAY THROUGH FRIDAY (3:30-5:30 p.m.)

It is the purpose of this program to provide a continuation of supervised activities on the play yard, planned for the development of the following: physical fitness, athletic skills, social skills—through instruction and participation in a wide variety of activities including softball, touch football, volleyball, jump rope, jacks, hopscotch, shuffleboard, etc. With opportunities for wholesome expression and creative activities good habits and attitudes are established and are a factor in guiding the child to a wise use of leisure time.

SUMMER PROGRAM

The Division of Social Centers operates a summer program in the elementary schools, conducted for a period of eight weeks, Monday through Friday from 9:00 a.m. to 3:30 p.m. in some schools, and from 9:00 a.m. to 9:00 p.m. in others, depending on need.

Although every program follows the same basic pattern, each is unique—geared to the individual needs, interests, and maturity of the children in a particular community. The largest area of service is provided for the primary and intermediate grade levels in the morning, with emphasis on service to teenagers and young adults during the afternoon and evening sessions.

In addition to the general recreational activities offered, general highlights of the program are an emphasis upon special events, which include parades, circuses, carnivals, hobo days, pet and talent shows, wheel days, treasure hunts and cook-outs.

Culminating events such as parents' night and open house do much for the public relations aspect of the program and the furthering of good school-community attitudes. The nature study-outdoor-education phase of the program in cooperation with the county forest preserves is extremely successful.

There are approximately 30,000 different individuals registered in the 94 summer programs throughout the city each year, with an average daily attendance of 190 at each center.

HIGH SCHOOL PROGRAMS ACTIVITY

This program operates on Friday evenings in the local high school, alternating with social dance, and provides a variety of activities, including basketball, volleyball, roller skating, swimming, dramatics, "charm," crafts, table tennis, shuffleboard, bowling, and an assortment of table games, all designed to meet the needs and interests of teenagers. Four scheduled periods between 7:00 and 11:00 p.m. permit a wide selection of activities on the part of each participant.

HIGH SCHOOL DANCE PROGRAMS

Of the many social experiences in the life of the teenager, none is more valuable than dancing. The social dance program of the Chicago Public Schools enables all young people to learn the fundamentals of dancing through professional instruction each evening a dance is scheduled. This period is followed by general dancing from 8:00 to 11:00 p.m. to the music of professional musicians. The cost of the orchestra is defrayed by an admission charge of 50 cents, depending on the size of the orchestra.

Student Planning Committees. In each of the high school social centers, a student planning committee, consisting of 20 representative boys and girls, provides a means of democratic expression in molding the types of program which will best fit the needs of this age group. The duties of the committee include the planning of decorations and entertainment, the selection of orchestras, and the responsibility for general hospitality within the center. The boy and girl co-chairmen of each of these committees meet with the director of social centers monthly as an all-city planning group. These meetings afford opportunities for the sharing and pooling of ideas from each of the centers and ultimately lead to the general improvement of the entire program.

VOLUNTEERS

The volunteer from the community can be a most helpful asset to the general operation of this program.

It is recommended that the community advisory committee establish a number of teams, each to consist of a captain and at least four or five team members, whose duty it will be to provide volunteer service in the center at a definite session on a prescribed day.

It is hoped that a sufficient number of teams can be organized, so that no volunteer be required to serve more often than once a month. The services to be covered at each session by the team captain will include assistance at the door and in the check room, supervision of washrooms and the ends of corridors, as well as assisting the instructor in crafts and games activities.

It is generally understood that a social center can be operated without any volunteers, but from past experience we know that the program is much more efficient when volunteers *are* present. Also, volunteers serve to bring parents and community adults into closer contact with this program, so that they will know and be able to appraise its services and contributions.

STAFF

It is policy to procure the director and as many staff members as possible from the day school faculty.

Experience has taught us that if the principal will serve as director at least through the first semester, the program will operate more efficiently and there will be little or no friction with the day school. Available staff members may also be selected from the community or any other source, provided they meet basic qualifications.

COMMUNITY ORGANIZATIONS

The Division of Social Centers cooperates with the local community organizations and encourages these self-leadership groups to come into the social center and utilize available facilities. This cooperative effort has helped both educators and directors of recreation to develop an integrated school-community service and thus bring about a better working relationship between the school and community.

EDUCATIONAL OPPORTUNITIES DURING SOCIAL CENTER OPERATION

Educational opportunities for both children and adults are offered through extended day services provided in the elementary school social centers.

Services are extended to students in these schools two to four days a week, including library facilities, reading clinics, speech therapy, and great cities school improvement programs.

SUPPLIES AND EQUIPMENT

Policy: That the social center program provide and use its own supplies and equipment without interference or imposition upon the day school.

Standard Equipment: Prior to the opening of the center, the standard basic equipment and supplies will be delivered and should serve to get the center under way. Subsequent supplies and equipment will be provided from funds allocated to the center each year.

Storage: The problem of storage of social center supplies and equipment in some instances can be an extremely difficult problem. To alleviate this condition, it has been our plan to provide two double door steel wardrobe cabinets, with locks, 78″ x 18″ x 36″.

One of these cabinets is suggested for use in connection with the gymnasium, and the other to store small games and crafts.

If all social center supplies and equipment are stored in one central storeroom or closet, it will require a floor area approximately 7′ x 7′ or 50 sq. ft.

IN-SERVICE TRAINING SESSIONS

A preservice training session is planned for all personnel who are to comprise the staff of a newly established center.

All interested personnel in established social centers are welcome to attend these sessions to increase their recreation skills.

THE SPECIAL CHILD AND THE SOCIAL CENTER PROGRAM

Sixty-seven social centers report that educationally mentally handicapped children participate in their programs. Of the 1,247 EMH children registered, 589 are boys and 658 are girls. Each of the 67 schools report that these are neighborhood children who in many cases attend a special (and more distant) school for their educational program.

The social center program makes it possible for them to participate in recreational activities with their neighborhood playmates. It is also interesting to note that the average number per school is 19 (10 girls and 9 boys).

These children also attend other phases (outdoor and summer programs) with much enthusiasm. Three hundred fifty-eight boys have been registered for social center program at the Parental School. This program is designed to meet the specific needs of the socially maladjusted child and is staffed by specially trained personnel. The program operates 12 months each year.

The physically handicapped child is provided recreational opportunities in two ways. The child that is able is encouraged to participate in social center activities at his local or neighborhood center, and those with a more severe physical handicap, requiring special facilities and instruction, find these programs at the Spalding and Bell schools, which are designed to answer their special needs. About 150 different children enjoy these tailor-made recreational programs. The Spalding School, in addition to providing for the handicapped teenager during the school year, operates a successful summer day camp program utilizing Spalding facilities and specially trained staff.

The Division of Social Centers has established a unique program on two evenings each week from 6:30 to 9:30 p.m. in the Farren School. With the cooperation of off-duty police officers from the Wabash Avenue District and the principal and teachers of the Farren School—acting in the capacity of recreational instructors—services are being rendered, through a wide variety of activities including sports, crafts, dance, and games, to hundreds of young persons who are school drop-outs and those who have had minor difficulties with the police. The purpose of this program is to achieve closer contact with these young people, in order to aid them in returning to school and prevent delinquency leanings. The program has been highly popular and is being utilized to capacity.

V. Administration

The director of the Division of Social Centers of the Chicago Public Schools is responsible to the—

1. General superintendent of schools
2. Associate superintendent in charge of administration
3. Director of the Bureau of Health, Physical Education and Recreation

The office unit is composed as follows: The office of the director, Division of Social Centers, consists of four stenographic assignments from civil service personnel to provide office assistance to the director and four supervisory appointments from the Division of Personnel to supervise and give assistance to social center staff and program in each of our four city districts, in addition to providing office assistance to the director.

The director also supervises the—

1. Division of Social Center Supervisory Personnel
2. Bureau of Civil Service Personnel
3. Division of Social Center Personnel in 193 schools consisting of 2,932 employees operating the social center program.

General Statement of Functions:

The functions of the director in charge of the Division of Social Centers are (1) to establish policies governing personnel practices and procedures relative to the general policies and procedures of the Chicago Board of Education; (2) to direct, coordinate, and control the program activities, and personnel of the social centers; (3) to make citywide visits to social centers for observation and evaluation; (4) to conduct surveys in schools in order to establish priorities for selection of new centers; (5) to organize community advisory committees, select staff for centers, and plan training sessions; (6) to arrange and direct in-service training sessions for social center personnel relative to various aspects of the program; (7) to direct personnel recruitment, screening, and placement; (8) to plan and prepare social center handbook of information to personnel, brochures and schedules for public information, and forms and bulletins for intra-department communications; (9) to determine specifications, ordering, transferring, and inventory of supplies and equipment; (10) to direct and coordinate the publicity and public relations efforts of the program through the medium of personal appearances, newspapers, radio, and television; (11) to give direction to special events, programs, demonstrations, and exhibits; (12) to direct preparation of time sheets, payrolls, reimbursements, and statistical reports on attendance; (13) to prepare statistical and monthly reports and annual budget; and (14) to maintain communication with all Chicago board of education department heads as well as district superintendents.

The Unified Plan of Governmental and Executive Organization of Public Recreation in Cleveland

GEORGE SEEDHOUSE

Chief of Community Centers and Playgrounds
Cleveland, Ohio, Public Schools

The unification of all public resources (material areas and facilities, finances, and staffs) is surely a most desirable, intelligent, and statesmanship-like approach to the government and management of this important public function. It is recognized as a necessity in most communities, and has been approached in various ways in many communities, but so far as I know Cleveland has taken a more comprehensive and unified move in this direction than any other large city in the United States.

The various legal steps taken leading to this unification under the Cleveland Joint Recreation Board included a resolution, an emergency ordinance, and finally an agreement. According to the directive of the resolution, the mayor of the city of Cleveland appointed a survey committee which made a study of the possible joint operation of the recreation areas and facilities in the city of Cleveland.

Upon appointment the committee met with the chief counsel of the Department of Law and requested him to examine the legal authority for the joint operation of recreational facilities as contemplated under the authorizing resolution.

Discussion centered on the best method of providing for such operation, and it was determined that an agreement should be prepared in accordance with the attorney general's opinion. The chief counsel was requested to prepare such an agreement.

The establishment of a recreational commission was deemed inadvisable, but it was decided that a policy-determining board, consisting of public officials, should be provided for in any such agreement, and that it should be the responsibility of such a board to select an executive director for the joint operation of the recreational facilities.

Further hearings were held and various provisions of the proposed agreement were discussed, and finally at a meeting held July 18, 1946, the committee recommended that the appropriate officers of the city of Cleveland and the Board of Education be authorized to enter into said agreement or one of similar import.

Agreement

Between the City of Cleveland and
the Board of Education of the Cleveland City School District
Providing for the Creation of a Recreation Board
for the Management and Supervision of Recreational Activities

This memorandum of agreement made this day of 1946, by and between the City of Cleveland, by its Director of Public Properties, pursuant to Ordinance No. passed by the council of the City of Cleveland on the day of 1946, party of the first part, and the Board of Education of the Cleveland City School District, by its president, pursuant to Resolution No. , adopted on the day of 1946, party of the second part.

Witnesseth:

Whereas, the City of Cleveland and the Board of Education respectively manage and operate playgrounds, playfield and other recreational facilities; and

Whereas, it is desired in the interest of economy of operation and of securing the maximum use and enjoyment of the facilities for the public recreation in the City of Cleveland that the recreational activities of the said parties be operated under a cooperative management agreement; and

Whereas, the Attorney General of Ohio in Opinion No. 253, dated May 14, 1945 has held;

"1. A municipal council is authorized by Section 4065-7, general code, to raise money by taxation and appropriate the same for the purpose of maintaining and operating playgrounds and other recreational activities.

"2. A municipal corporation, whether it has or has not created a recreation board under provisions of Section 4065-3, general code, may, in lieu of employing supervisors for its recreational activities, make a cooperative agreement with the board of education of the school district of such a municipality for the supervision of such activities, and, may, pursuant to such agreement, appropriate and pay to such board of education a sum of money not in excess of the estimated cost of such supervision.

"3. Such cooperative agreement is sanctioned by the provisions of Secs. 4065-1 to 4065-7, inclusive, of the general code, and independent of such statutes is within the powers of home rule granted to municipalities by Section 3 of Article XVIII of the Constitution."

Now, therefore, the parties hereto, in consideration of the premises and of the mutual promises on the part of each to the other, agree as follows:

1. There shall be established a Recreation Board hereunder, consisting of the Director of Law as chairman; two members of the council of the City

> of Cleveland, chosen by the president of the Council; two members of the Board of Education, appointed by the president of the Board of Education; the Director of Finance of the City of Cleveland; and the Director of Public Properties; who shall serve without additional compensation as such members during the pleasure of the appointing authority for the term of this agreement, provided, however, that any vacancy shall be filled in the same manner as the original appointment.
>
> 2. The Recreation Board established under this agreement shall have the supervision, management, and control of the recreational activities and facilities presently assigned to the Division of Recreation of the City of Cleveland, and those of the Board of Education, subject to the applicable laws of the State of Ohio and the charter and ordinances of the City of Cleveland. The property, equipment and facilities presently owned by the City of Cleveland and by the Board of Education, respectively, and such as may hereafter be acquired during the life of this agreement shall be and remain the property of the party hereto by or for whom purchased or otherwise acquired. The Recreation Board shall select a coordinator of recreation who shall, under the supervision of the Recreation Board, manage and control the jointly owned recreational facilities, the subject of this agreement, who shall receive such compensation as is fixed by the Recreation Board, payable one-half by the City of Cleveland and one-half by the Board of Education. Those employees presently engaged in the recreational activities of each shall continue as such employees, subject, however, to the supervision and control of the coordinator of recreation in the performance of their respective duties. The compensation of such employees shall be as fixed by the appointing authority in each case. Changes in or additions to the personnel shall be made under the applicable civil service provisions by the city and the Board of Education through the appropriate departments thereof upon the recommendation of the coordinator of recreation approved by the Recreation Board.
>
> 3. The city and the Board of Education agree to maintain the payrolls of the employees required to carry out the operations of the recreation activities and facilities contemplated under the agreement and to appropriate and make available for expenditure for the purposes of this agreement a sum not less than that so appropriated and made available for the present separate recreational activities of the parties hereto for the year 1946.
>
> This agreement shall continue in full force until terminated by mutual agreement, or it may be terminated at the election of either party at the expiration of sixty (60) days from the date of service by one party upon the other party of written notice of the intention to terminate.
>
> In witness whereof, the parties hereto have subscribed at their hands in Cleveland, Ohio, as the date above written.

The composition of the Cleveland Recreation Board is unusual, in that every member holds some position in either the city government or the Board of Education. Four of the members (two from the City Council and two from the Board of Education) are from policy-making governmental bodies; and three are executive heads of important departments of the city government.

Students of the government of recreation may question the wisdom of this composition, for all representatives have heavy duties and responsibilities to perform and may not be able to devote sufficient time to governmental recreation problems. While recreation boards generally have representatives from park boards and school boards and sometimes from the city council, the majority of the members are lay citizens chosen because of their well-known interest in recreation who as a public service give their entire time and attention to recreation.

Recently in Evansville, Indiana, a Joint Recreation Board was created by agreement between the City Council and the Board of Education, but on this board in addition to representatives from the park board, the school board, the council, several representatives at large from the body of citizens were appointed.

The Joint Recreation Board in Cleveland, as it was set up in the beginning and as it operates today, is an exception to the rule. The important thing to keep in mind is that the present arrangement has brought about a unity of public authorities responsible for community recreation. As long as the Board works satisfactorily in the maintenance of this great goal, there is no reason to change its composition.

LOCAL FINANCING—PANEL OF LARGE CITIES

The Los Angeles City Youth Services Story in Dollars and Sense

JOHN L. MERKLEY

Supervisor-in-Charge of the Youth Services Section
Los Angeles, California, City Schools

Because of its perennial place at conventions and conferences, because of its recurrent recognition in books and articles, because of its historical status and its contemporary vitality, we flatter ourselves that you already know so much and, we hope, look on us with such favor that we neither have to explain in detail nor sell you on the policies, practices, principles, and progress of the Youth Services Section of the Los Angeles City Schools. For those, however, who may be new to school recreation; for those whose memories may be a bit faded regarding our modus operandi and accomplishments; and for those who may need some bolstering of professional morale, here are some bits of background as appetizers to the main entree.

Summary Statements

1. Youth Services is a school-connected, -sponsored, -organized, -staffed, -operated, -financed part of the city school program, *separate from* and *independent of* municipal, county, or state political or governmental jurisdictions and say-so.

2. It is a section in the Physical and Health Education, Safety and Youth Services Branch headed by branch administrator Lawrence Houston; and in turn this Branch is part of the Division of Instructional Services, headed by associate superintendent Everett Chaffee.

3. Use of our school facilities for recreation goes back to 1911; the present Youth Services Section was born in 1945.

4. It has been estimated that the program encompasses some 600 different types of recreational activity for all ages from the school entrant to the senior citizen. Although physical recreation and sports do have the usual predominant role, there is an ever increasing partici-

pation in tours and excursions, outdoor recreational camping, storytelling, dramatics, arts and crafts, social events, clubs, music. As innovations or as successful adaptations, Youth Services is particularly proud of its sports nights, portable pools, Operation Rollerama (including indoor skating on gymnasium floors), and Operation Snowbunny (imagine the logistics of transporting and entertaining 40 busloads of youngsters to the "high altitude classroom" on weekends).

5. A remarkably small administrative staff keeps this apparatus tuned up and humming smoothly along:

In the central office, a head supervisor and four other supervisors plus one specialist.

In each of the eight elementary area offices, one area specialist with field responsibility for 50 or more elementary schools.

At our Clear Creek Camp, one outdoor education consultant.

6. Approximately 4,000 persons, of which a majority are teachers, are employed as recreation leaders on an hourly and part-time basis during the year and given regular, intensive in-service training.

7. Youth Services boasts, justifiably, that it "operates around the clock, around the year"—which is to say that its program goes on after school, evenings, holidays, weekends, and summers. Furthermore, it makes use of some 600 school sites as well as off-campus facilities like the beaches, mountains, and many places of civic, historical, or cultural interest.

8. Our program endorses—indeed, our staff was instrumental in formulating—the jointly sponsored policy statement, "The Roles of Public Education in Recreation. A Framework for Recreation Services Provided by California Public School Districts":

Role 1: Schools should educate for the worthy use of leisure.

Role 2: Schools should achieve maximum articulation between instruction and recreation.

Role 3: Schools should coordinate and mobilize total community resources for recreation.

Role 4: Schools should develop cooperative planning of recreation facilities.

Role 5: Education should encourage, stimulate and produce research on recreation.

Role 6: Education should stress professional preparation of recreation personnel.

9. By a long-standing and renewed agreement with the Los Angeles City Department of Recreation and Parks we are committed to cooperating with each other so as to help each other and make maximum use of facilities. With the city, with the county, and with private agencies we pull together toward a well-balanced program of community recreation.

Legal Bases

The Youth Services program operates under Division 12, Chapter 6, Section 16651-16664, of the California Education Code. These laws, referred to as the Community Recreation Act, include authorization of public school districts to organize, promote, and conduct programs of community recreation. Under this statute and the finance provisions thereof, the program has thrived and flourished until it has surpassed an annual 16 million units of attendance.

The California Education Code also provides in Division 12, Chapter 4, Section 16551-16566, "Use of School Property for Public Purposes," that a civic center be established in every public school building and grounds where citizens, parent-teacher associations, and youth groups may meet and engage in supervised recreational activities. The pertinent section is commonly referred to as the Civic Center Act. This means, in essence, that when a school site or facility is not needed for school curricular or cocurricular purposes it *must* be made available (of course, under certain safeguards against exploitation or against the public interest) to those legitimate individuals and groups requesting it.

As a result, as is shown by the recent annual report "Permits Granted for Use of Athletic and Recreational Facilities" (permits for classroom and other facilities are processed in a separate office), nearly 500 different organized groups—business, philanthropic, fraternal, veteran, service, church, ethnic, and other types—are accounting for nearly 2 million annual units of attendance. Talk about utilizing school facilities to the maximum or of cooperating with other agencies—we're doing it. So, when anyone talks about schools closing their gates to the public, don't include the Los Angeles City Schools; within our financial means, we *don't* fence them out!

Financial Bases

The provisions for developing and means of financing such a program are permitted under Division 16, Chapter 3, Article 3, Section 20801, of the California Education Code. Although nowhere so identified, this provision is popularly known as the Community Services Tax. It enables each school district in California—elementary, secondary, or junior college—to levy up to 5 cents per district (or up to 10 cents in a unified district) for each $100 of assessed valuation for purposes of community recreation. This tax is separate from and may be levied in addition to the maximum school tax rate levied for instructional purposes. In orther words, Los Angeles may levy up to 15 cents per $100 of assessed valuation. The actual current amounts raised are .0818¢ for the unified elementary and secondary school districts (in dollars $5,136,181) and .0018¢ for the junior college district (in dollars $115,971).

Sounds great, doesn't it? But, unfortunately clouds are threatening. First of all, the legislature for the past two sessions has been eyeing the score of socalled over-ride taxes (of which ours is one), debating eliminating them and leaving it up to the individual districts to decide upon how and whether to continue financing such programs. Imagine what it would do to us if we recreators were pitted in the same arena with the proponents for increased teachers' salaries, for capital outlay, for teacher medicare, and what not.

So far this legislative confrontation has been avoided, largely through the Herculean efforts of our California Association for Health, Physical Education, and Recreation and the backing it has received from the American Association for Health, Physical Education, and Recreation. Our staff members are very active in these and other power-packed organizations. Above all, we need to increase the present 5¢ per $100 assessed valuation to some amount that will enable us to move ahead.

A negative aspect of this otherwise benign tax is its misuse by what we think are misguided persons. The "Howard Bell Report," titled posthumously after one of our former supervisors, brought out that the sums raised were only too frequently *not* used for what we believe the legislature intended—expenditures for leadership and program—but for such related purposes as the building of classrooms, gymnasiums, pools; the construction of fences; and the payment of coaches.

In addition, a modification of the statute permits paying the salaries of noon duty aides—those individuals who come to our school at noon to release teachers from yard supervision. This is hardly, or rarely, recreational leadership—and no small item either; in fact, it constitutes over a million dollars a year that might well be allotted to constructive youth services.

For those with the question in mind, "Does Youth Services charge participant or spectator fees?" the answer lies in our "Philosophy Behind Free Services" [1]:

> The Youth Services Section tries to keep charges and fund-raising activities to a minimum. The principle of keeping activities on a no-charge or token-charge basis is used whenever possible. One reason for this no-fee policy is the theory that since Youth Services is so closely linked with education, and public education is traditionally free, therefore Youth Services should also be free. It is feared that charging a fee will restrict participation in these valuable programs. In view of the recognized importance of play in the child's normal development, the principle seems to be generally accepted that public play and recreation opportunities should be provided to children without charge. Because of the low financial status of some individuals a fee may have the effect of restricting or limiting many of those who most need recreational facilities, and can least

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[1] *Potential Sources of New Revenues for Recreation and Youth Services Programs.* (Los Angeles: Recreation and Youth Services Planning Council, 1966), pp. 6-7.

> afford their own. There is also fear that overemphasis on charges and fees could lead to a change in values, that the tendency might be to design new facilities strictly to produce income, rather than to provide "the greatest good for the greatest number." Above all, public sentiment demands that public recreation be operated on the same basis and financial policy as most other services provided by the tax dollar.

The exceptions are nominal fees for swimming, transportation to camps and some other locations. (Carnivals, dances, confection concessions, and dues in teen clubs are placed in trust accounts in the school for Youth Services activities.)

Every effort is made to keep such accounts from increasing and getting out of hand. Occasions have arisen, however, when the amounts have tempted school administrators to raid or divert the funds for other than distinctly school recreational purposes. Fortunately, our own eagle eyes and those of school business managers and Board accountants have put brakes on such attempts.

One other aspect of financing deserving emphasis is the bookkeeping. Each school has a Youth Services trust account, separate and distinct from student body and other accounts. Monies deposited and expended may be expended only for Youth Services purposes—activities, supplies, equipment, repairs, refreshments. A publication, *Procedure Guide for the Collection and Expenditure of Youth Services Trust Funds,* is helpful in keeping finances within regulations. Copies may be available to a reasonable number of delegates.

Another source of funds, but decreasing over the years, has been an annual subsidy from Los Angeles County for operation of school recreation programs in unincorporated territory. The amount for 1965-66 was $83,250 for costs at 37 schools.

Of supplementary assistance have been the federal grants of recent years. Principally from the Economic Opportunity Act and from the Elementary and Secondary Education Act we have derived funds for both special programs and for expanding ongoing programs. In the summer of 1965, for example, we sponsored a summer teen crash program, which extended the regular program beyond the normal closing time to within a short time of the fall opening of school. Youth Services contributed $28,200 to the program, and the federal government $70,000—a total of $98,200.

In summer 1966, under Title II, Community Action Program, we sponsored "Operation Champ" in eight poverty areas of the Los Angeles area consisting of three components:

1. Champs-on-the-Go—daytime bus tours and excursions
2. Champs-in-Camps—weekend trips to an outdoor education center
3. Champs-in-Schools—social and fitness events at selected centers in senior high schools

Expended upon these programs was approximately $116,687, of which the federal government provided $97,412.

The total budget for Youth Services is difficult to compute, because of the complexity of elements involved, the relationship to the educational budget, etc. Allotments from our budget go for such purposes as paying noon aides, even to such a recreational purpose as conducting classes in the city jail! Suffice it to say that approximately six million dollars are involved in what is termed the "community services" part of the overall school budget.

If this amount seems staggering, try giving it a per capita relationship to over 800,000 students, 600 schools, 4,000 recreation personnel—and the service per individual will not amount to so much. Indeed, we have estimated that the cost per attendance unit or per single visitation to an activity averages about 47 cents per person, depending on the activity.

Planning

In the manner of planning—referring to facilities rather than program—we are virtually stymied. It is here that the conference may lend us solace and, we hope, assistance. Over the years our salubrious climate has been both a help and a hindrance. It has provided us with acres of playing fields and outdoor space for physical education and competitive sports, but it has hindered fuller development of other phases of recreation—social events, arts and crafts, dramatics, etc.—by minimizing the importance of indoor facilities.

The Los Angeles City Board of Education has been generous in its support of our program up to the limit of its financial capabilities. Our elementary program, however, is not as extensive as it could be. Although some elementary schools have multipurpose rooms, none have indoor gymnasiums, and our hard-topped exterior playgrounds are not necessarily the best for play, particularly in the hot San Fernando Valley. Certainly the Flint-Mott Foundation Community school type of construction needs to be widely broadcast.

At the secondary level, approval for inclusion of recreational facilities, such as snack bars in gymnasiums in our senior and junior high schools, are far from automatic. Indoor swimming pools, even in our senior high schools, are rare, and in older schools almost nonexistent. Although in some areas private pools are plentiful, in others the lack is keenly felt, and municipal outdoor pools are restricted to seasonal use. To alleviate the situation, portable pools have been successfully utilized for water safety at the elementary levels. Our need for more pools of this type is evident, but they are expensive.

Our philosophy, when it comes to facilities is well expressed in Role 4 of "The Roles of Public Education in Recreation," with the attendant six responsibilities:

1. School district officials should initiate, encourage, or recognize planning, financing, and operation of facilities suitable for recreation.

2. A community-wide program of recreation should represent the sum of all programs and facilities financed by the community dollar, derived through tax levy and voluntary contributions and fees.
3. The elementary school plant, by location and construction, should be the natural and logical *neighborhood* recreation center.
4. The secondary schools should be located and equipped to serve as *community* recreation centers.
5. The community or junior college should serve both as a *community and as a regional recreation center.*
6. School districts should plan and provide facilities for outdoor education recreation.

We caution you, however, against the insidious but dubious logic of the park-school as a solution. True, it may have validity in small easy-to-walk-to-anywhere communities; but in the metropolis such combinations, started though they are with good intentions, stratify both school and park programs; prevent expansion, remove forever the possibility of having both a park and a school in different neighborhoods; and induce problems of clientele, behavior, and philosophy hardly worth the superficial salt of saving, temporarily, a few dollars!

Summary and Conclusion

In summary, we of the Los Angeles City Schools pledge ourselves to envision and work for the following:

IN FINANCES

Continuation of our invaluable community services tax.

Increase in the ceiling with a curb on abuses so that the funds will be primarily spent for leadership and program.

Updating, revision, and application of the vital publication which, by contract, was produced by the Recreation and Youth Services Planning Council—*Potential Sources of New Revenues for Recreation and Youth Services.*

IN PLANNING AND FACILITIES

Construction of new schools with inclusion of facilities directly intended for or adaptable to use by the community for social, cultural, and recreational purposes.

Organization of more full-time centers with facilities, such as our Gompers Center.

Specifically, in our Youth Services Program a costume center, little theatres, a graphic arts workshop, a human relations camp, a desert camp, a science and conservation center, school-community pools.

IN DEVELOPMENT OF SCHOOL RECREATION

Perhaps even more important than promoting finances and facilities is a follow-up to the "Roles" document. Are we not overdue for the next step, an AAHPER-division-sponsored project rather than just a California effort? I refer to guidelines for establishing a school-community program—a blueprint of action which school administrators, city managers, key recreators could use to implement the "Roles." Whether by the Flint Plan (Pasadena's, Long Beach's, L.A.'s) or an eclectic combination, it would enable present schools, and certainly the many new ones, to take advantage of our experience and of conferences like this to organize school-connected recreation. Perhaps this could be the theme or topic of a Third National Conference on School Recreation?

In conclusion, may I remind you that the publication *Goals for American Recreation* specified that recreation should lead to—

1. Personal fulfillment
2. Democratic human relations
3. Leisure skills and interests
4. Health and fitness
5. Creative expression.

Our local objective to carry out these goals is to provide every child and adult in the tremendous Los Angeles area of the city school districts at no cost or at minimum expense and within convenient distance a wealth of recreational opportunities for play, fun, pleasure, relaxation, fitness, culture, during and after the school day, evenings, holidays, weekends, and vacation. To this goal we urge you—in your own way in your own locality—to dedicate your unceasing efforts.

LOCAL FINANCING—PANEL OF SMALLER CITIES

Coordinated Municipal and School Recreation

ALVIN D. HOSKIN
Director of Municipal and School Recreation
Long Beach, California

The coordinated plan of municipal and school recreation of Long Beach, California, is the result of the foresight and diligent study of a small committee of dedicated citizens reviewing the needs for quality recreation service at a reasonable cost and the recognition and acceptance of these ideals by the general public. Following the committee study, the citizens of Long Beach voted approval of several amendments to the city charter incorporating the concept of interagency cooperation and coordination of recreation services. These amendments provided the legal basis upon which the city of Long Beach and the school district of Long Beach were to engage in providing coordinated recreational services.

The city charter amendments of 1929 provided for the establishment of a Recreation Commission consisting of nine members. Four of the nine members serve because of their positions within the governmental structure of the community. The additional five members are lay citizens who serve terms of five years with one term expiring each year.

The superintendent of schools and the city manager by charter provision are members of the Recreation Commission. The Board of Education selects one of its members to represent it on the Recreation Commission, and the City Council selects one of its members to represent the City Council on the Commission. The charter provides that no more than six of the nine members may be of the same sex, thereby assuring that at least three women are represented on the Commission.

The Recreation Commission, a quasi-autonomous body, is charged by the city charter with the responsibility of establishing policies governing the joint operation of school and municipal recreation. The Commission meets twice a month on the second and fourth Thursdays, except during the month of December, when only one meeting is held, generally on the third Thursday.

The Recreation Commission is one of several commissions of city government. Close working relationships with these city commissions are essential for the coordination of total recreation services within the community. As an example, the Park, Planning, and Recreation commissions work together in providing smooth coordination between various aspects in the planning for park and recreation improvements. A coordinating committee, consisting of the president of each of these three commissions, the director of each of the three departments, and representatives from the city engineer's office, city manager's office, and Marina Advisory Committee, meet regularly to pass upon plans for major facilities or developments relating to the recreation program. Generally, the staffs of the three departments have worked together to formulate recommendations prior to the coordinating committee meetings. Recommendations of the coordinating committee are referred to the respective commissions where action is taken upon the recommendations. After approval of the coordinating committee's recommendations by the respective commissions, the city manager is informed, and he forwards his recommendation to the City Council forthcoming. Upon approval by the City Council, the implementation of the recommendations occurs.

The city charter further provides that the director of health and physical education of the school district shall be the director of recreation for the city and that he shall "manage and supervise the public recreation of the city within or without its corporate limits." The director is also the secretary of the Recreation Commission and is charged with the responsibility of coordinating the recreation program of the schools and of the city.

The position of director is a twelve-month assignment. Currently 80 percent of his salary is provided by the school district and 20 percent by the city. The director has certification qualifications required by the state of California for the position of supervisor of physical education for the school district. In addition, he has met the requirements of the State Board of Recreation Personnel as a registered recreator.

Municipal Recreation Department

The municipal Recreation Department is one of twenty-five municipal departments of city government in Long Beach. This department and its personnel are responsible to the city manager who is directly responsible to the City Council. The municipal Recreation Department is organized into two major divisions: the Business Services Division, headed by a manager, and the Program-Facilities Division, headed by the assistant director of recreation. These two division heads handle the administration of all personnel for their respective divisions. The Business Services Division includes three sections: accounting, clerical services, and maintenance services. The Program Division includes professionally trained recreation leaders and supervisors in three geographical districts and six special interest areas, including arts and crafts, drama and music, aquatics, sports, and senior citizens, and special activities. These special interest areas are coordinated by a program supervisor who is immediately responsible to the assistant director. Twenty-three park playgrounds and several special facilities are operated under the program division. Approximately four hundred full-time and hourly employees make up the municipal recreation staff.

The Recreation Department's operating budget is derived basically through an ad valorem tax levy which is currently 15.637¢ per $100 assessed valuation. This revenue is placed in the recreation fund of the city. In addition, all fees and charges for recreation programs and services or rental of clubhouse facilities located on the uplands area of the city are deposited in the recreation fund.

The Recreation Department receives caretaker services and heavy maintenance services from the public service division of the city and pays for this service through transfer of funds each year. For many of the specific areas of the parks where recreation programs are conducted, the Recreation Department pays the maintenance costs incurred by the Park Department. Again, this is handled on a transfer of funds basis.

Program planning, like budgeting, is a year-round process not only in the municipal Recreation Department but in the coordinated program of the schools and the city. A program committee consisting of representatives from the face-to-face leadership staff, and the supervisory and administrative staffs, meets regularly to plan for program improvements, to assist in planning in-service sessions and to evaluate on-going recreation programs. The planning committee has representatives from both the city and school recreation staffs.

Reference has been made to the financing of the municipal recreation services through an ad valorem tax levy. In addition to this source of income, the voters of the city in November 1964 approved a special tax levy of 10¢ per $100 assessed valuation for a period of eight years. Revenue from this special tax will go into a park improvement fund and will finance a major share of the development of El Dorado Park East, a 442 acre regional park in the northeast portion of the city. Nine additional park and recreation improvements in high density areas of the city are to be funded from the special tax levy revenue.

Additional funding for major park and recreation acquisition and development projects has become available from state bond and federal matching funds. The city of Long Beach is in a very unique situation in that it is situated partially on and adjacent to the East Wilmington oil field, which is estimated to contain approximately one billion barrels of oil. Revenue derived from the extraction of oil from this pool will be divided between the state and the city under agreements reached in 1964. It is estimated that approximately $250,000,000 will accrue to the city over the next thirty-five year period from this source. Income from the tidelands oil can be used only on the tidelands for commerce, navigation, fisheries and recreation. Recreation improvements on the tidelands may be financed from the tidelands oil operating funds only with proper approvals by the City Council and the State Lands Commission. Extensive plans are in progress for the development of recreation facilities on the tidelands to be financed from tidelands oil funds.

School Recreation

School recreation services are administered through the office of the supervisor of physical education who is also the director of recreation for the city. The scope of the school recreation program varies from that of the city recreation program in that the use of school sites for community recreation is available only when school is not in session. However, the school recreation program involves noon hour supervision, after school supervision and vacation operation of fifty-five elementary schools, extensive use of physical education indoor and outdoor facilities at nineteen junior and senior high schools, and one city college. The school district not only makes these facilities available to the municipal Recreation Department under the coordinated program but also conducts its own recreation program using these facilities and, under the Civic Center Law of California, issues permits for the use of school facilities to organizations and groups within the community. Last year nearly 2,000 such permits were issued to community groups in the Long Beach Unified School District. Approximately 20 percent of the use of school facilities is made by the municipal Recreation Department under the coordinated plan.

The school district recreation program is administered by a teacher on special assignment who serves as a recreation assistant to the director. Two district recreation supervisors provide the immediate supervision of the recreation programs at the school sites. Recreation leaders assigned to school sites are responsible to the principal of the particular school and are employed, supervised, and trained by personnel of the school recreation office. Approximately 550 hourly employees make up the school recreation staff.

Financing the school recreation program is made possible under the community services portion of the school district general operating budget. Under the authority granted in the Education Code, local boards of education may assess an over-ride tax of up to 5¢ per $100 assessed valuation for an elementary district, for a high school district, and for a junior college district. Long Beach is a unified school district with all three segments and therefore has a potential tax levy of 15¢ for recreation. However, the tax levy override for school recreation established by the Board of Education for the current year is 6.54¢ per $100 assessed valuation. All capital improvements for school recreation are budgeted through the normal channels. Requests made by each school are carefully evaluated as to need and appropriateness in accordance with funds available for such improvements. School district administrators and business officials, as well as the superintendent of schools and the Board of Education, review and pass upon these requests.

Program planning for school recreation is coordinated with program planning for municipal recreation through committees which contain representation from both the municipal and school staffs. During any given year, approximately eight to ten in-service meetings of the school staff are held. From one-third to one-half of these are held jointly with members of the municipal staff. Where joint programs are held, the planning, preparation for, and the actual conduct of the program itself are done jointly by supervisors and administrators of both the school and the municipal department staffs.

Coordination of Recreation Services

Recreational services of the Long Beach program are coordinated at the Commission level, administration level, supervision level, and the recreation leadership level. The Commission has on its membership not only the superintendent of schools and the city manager but also a member of the Board of Education and a member of the City Council. The fact that both agencies of the coordinated program are represented at the policy-making level is essential to the successful administration of the total program. The recreation administrators of both the school and city agencies meet weekly, and at other times when essential, to discuss and reach decisions relating to current problems, programs, implementation of Recreation Commission policies, personnel matters, and planning directions for programs and future developments.

Once a month members of the Supervisory Council, representing both city and school recreation, meet around the table to discuss matters appropriate to this group. Generally, discussion items include program planning, evaluations, in-service education, and major projects such as buildings and park improvements for use in the recreation program.

General meetings of employees of both school and city recreation departments are held several times a year. The basic purpose of these meetings is to disseminate information, clarify policies and procedures of the coordinated program services under the total program, recognize employees for loyal service, and provide inspiration for continued progress in supplying the best all around recreation services.

Further coordination of the program in the area of sports is handled through the issuance of permits to community groups for the use of recreation facilities. The use of school facilities is granted upon request to the physical education office to various community groups under the provisions of the Education Code. When the city Recreation Department wants to use school facilities for its specific recreation programs, requests are submitted and permits are granted through the recreation assistant in the school physical education office. On the other hand, all permit requests for school and city facilities for junior baseball, softball, and baseball are coordinated through the municipal sports supervisor who issues the permits and files a copy with the school recreation assistant. By such coordination, the problem of groups going from one office to the other for the use of ball diamonds is eliminated.

A number of services under the coordinated recreation program are jointly provided by the two agencies. These include a year-round program of swimming instruction, recreational swimming, and competitive swimming in the five high school pools and one city college pool. Recreational gymnastic instruction is provided by employees of both agencies involved in the same program. Similarly, programs for handicapped children, youth groups, and Saturday sports of junior high age youth are provided. In all of these examples the leadership staff of the city and school district works side by side as part of a family in rendering recreational services to the youth and adults of the community.

It has been the concept under the coordinating plan from the beginning that both school and municipal facilities may be used for the recreation of the citizens. The city may use the gymnasiums, swimming pools, athletic fields, etc. when these are not needed for the educational program. The schools may use the recreation facilities, parks, baseball diamonds and has use of camping facilities provided by the city. These reciprocal uses of facilities are coordinated through the office of the director of municipal and school recreation.

One of the major advantages of the coordinated program of school and municipal recreation is the economy of the joint use of facilities and of construction of facilities so that the city does not duplicate the construction of gymnasiums, pools, athletic fields of the schools but builds structures such as social hall clubhouses and youth club facilities that are not used for the same type of activity normally conducted in schools.

Sound in its concept; effective in its service to the children, youth, and adults of the community; and diversified in its scope, the Long Beach coordinated school and municipal recreation program has become nationally and internationally acclaimed. Some of the major values of such coordination of services that have become evident in nearly thirty-eight years of operation in the Long Beach community are that the coordinated program provides for better cooperation between the involved agencies, the promotion of consistency of program services, better use of staff services, more effective use of facilities, the elimination of costly duplication of services and facilities, and the provision for enrichment opportunities for all ages.

LOCAL FINANCING—PANEL OF SMALLER CITIES

The Pasadena Story

EDWARD E. BIGNELL
Administrative Director of Recreation
Schools and City of Pasadena, California

The Pasadena, California, coordinated plan for public recreation is now in its forty-fourth year of operation. As with all administrative patterns, from time to time there are questions from citizens and organizations concerning why we are organized as we are, and consistently through the years we have convinced ourselves and the general public that our coordinated plan is best for our taxpayers, since it fits the needs of our community.

A brief history reveals that from 1923 to 1948, the city and schools financed the program equally, but part of the employees were school employees and part were on the city staff. Obviously, there were problems of which jurisdiction got the pay raise, days off, etc. In 1948, when county financing was added, it was determined that the Board of Education was in the most advantageous position to administer the total community recreation program.

It is well to become acquainted with our geographical setup, for we administer programs within the Pasadena Unified School District which is not coterminous with the city limits of Pasadena. The school district is comprised of approximately 200,000 children, youth, and adults—while the city of Pasadena has a population of approximately 125,000. The school district not only includes the corporate limits of the city of Pasadena, but also extends into the Los Angeles County areas of Altadena and East Pasadena.

Financewise, the Board of City Directors and Board of Education have a yearly contract which spells out specifically how much each governmental agency shall contribute. The city finances approximately one-half the cost for programs conducted within the city limits of Pasadena. The county of Los Angeles is the immediate government for the unincorporated areas, and as they recognize their responsibility for local services, there is also a contract between the County Board of Supervisors and Pasadena Board of Education whereby the county helps to finance the programs in the unincorporated areas. The remainder of the costs are borne by the school district both for the unincorporated areas and for half the costs for the city limits of Pasadena. Therefore, there are three governmental agencies supporting the program: Board of Education, Board of City Directors, and County Board of Supervisors.

In addition, as we are operating under the Education Code of the state of California, we have a fee system, chiefly for adult programs, and these trust accounts are allowed to carry over from year to year. The recreation budget is set up primarily on a leadership basis, and other well-established departments provide monies for supporting services; e.g., all swimming pools, gymnasiums, and thirty-eight school facilities are made available free of charge to the Recreation Department, and their maintenance costs are borne in other school budgets. Conversely, all municipal facilities (twenty-two parks, civic auditorium, Rose Bowl, etc.) are made available free of charge to the Recreation Department, and the Park Department and auditorium budgets carry the maintenance costs.

The advantage of this system is that the professional recreation staff can utilize their efforts in ascertaining needs and interests and developing adequate programs for all age groups, rather than be concerned with street trees, building maintenance, and other matters best handled by other departments. The Board of Education, as the administering authority, receives quarterly payments from the city of Pasadena and county of Los Angeles.

Under the category of financing, it seems pertinent to mention that authority for a Recreation Commission is created in the contract between the school district and city. This commission consists of two of the seven members of the Board of City Directors and two of the five members of the Board of Education, plus five community members, making a total of nine. The Recreation Commission is advisory to both boards, and the administrative director of recreation is executive secretary to the commission. Through the commission the city has close ties with expenditures of their share of the financing as the commission reviews and sets the budget. The city manager and superintendent of schools also attend all commission meetings in their ex officio capacities.

In the area of planning, the director of recreation—working directly for the superintendent of schools in a certificated capacity—is in a key position to consult with the physical education and school planning personnel in layouts of school physical education/recreation facilities. For example, each of the three high schools now has a double swimming pool with shallow (1′ and 2′) ells which were built specifically for community recreation purposes to teach swimming to our young children. The Recreation and Physical Education departments work together to meet the needs of classes both in physical education and athletics and in community recreation. The Recreation Commission then recommends these recreation additions to plans to the Board of Education, which considers them for approval.

Although the director is responsible to the superintendent of schools, he is also considered a city department head, since there is no other recreation department for the city of Pasadena. It seems pertinent to mention that the city has a Park Department with large budget and responsibilities to maintain parks, care for the Rose Bowl, operate two eighteen-hole golf courses, etc., but it is a well-established procedure that any recreation facility planning needed by the Recreation Department shall first be ascertained by the Recreation Department. For instance, the recreation staff works out a master plan of parks and recreation, determines the need for neighborhood parks, neighborhood recreation buildings, community parks, etc. and outlines specifically the types of playground apparatus, baseball diamonds, etc. needed to carry out the Department's responsibilities. Again, these capital needs are recommended by the Recreation Commission to the Board of City Directors for action. Furthermore, the recreation director, park director, and city planning director work very closely together in the development of master plans and in the planning of all recreation facilities. Once these facilities are established, the Park Department takes over their maintenance and upkeep in its budget.

In regard to community planning, in Pasadena we have a Community Planning Council, of which one division is the Recreation and Youth Services Division, including representatives from all the private and public agencies—national youth-serving agencies, churches, federal programs, etc. It is the function of this council to make surveys and determine the facility needs of private agencies and, in close cooperation with the master plan of the city, ascertain where private agency recreation facilities should be located.

Organization of the Recreation Department

The administrative director of recreation is one of three administrative directors in the school system. The others are for research and personnel. The director, responsible to the superintendent of Schools, is also a member of his Executive Council, which meets regularly to discuss all educational matters. The director works closely with the assistant superintendents of instruction, business, elementary schools, and secondary schools. We cooperate closely with instructional personnel in articulating recreation programs with school curriculums in physical education, art, music, outdoor education, etc.

The positions below the administrative director of recreation are all classified (noncertificated), and the Department has fifteen divisions and sections. There are the professional and supporting positions in the headquarters staff of twenty-eight; we use part-time students (education and physical education majors, etc.) as leaders on the playgrounds and other programs—about a hundred fifty part-time employees at any one time.

The newest member of our staff is the community school center director. We are one of the first departments in Southern California to establish a true community school program at one of our junior high schools. This concept will spread to other schools, but the administration of the program will remain under the jurisdiction of the School Recreation Department working in close cooperation with individual principals.

Concerning administration, we have found over the years that it is easier to work from the top down than from the bottom up. Specifically, in working for the superintendent of schools and having two members of the Board of Education on the Recreation Commission, we can get fine cooperation. With the superintendent's backing, we can use all facilities readily and carry out our functions by working effectively at all levels, including direct relationships with principals for communicating with students, etc. If the city were the administering authority for the program and asking for this type of educational cooperation, it might not come as easily. Therefore city officials believe that their money is well spent, being utilized in school as well as municipal programs.

We also realize that the schools cannot do everything and there are needs for city buildings, neighborhood parks, and especially park/school combinations. The city of Pasadena has a responsibility for recreation through developing neighborhood, district, and community parks; providing such regional facilities as Rose Bowl and other large areas; and helping to finance leadership for these facilities.

We are pleased that we are also considered a city Recreation Department, especially from the viewpoint of being involved in these important matters of city planning. In the final analysis, it is service to the children, youth, and adults that really counts. With this type of organization we can gear our programs closely to the school curriculum, be involved in education for leisure, and put full attention of our staff on program needs. Since needs and interests of people are rapidly changing, it is a tremendous challenge to keep abreast of these changing situations.

Although ours is not the only desirable type of organization, for over forty-three years it has withstood the test of time and pressures in Pasadena. We are very proud of the coordinated plan; we think it is by far the best plan to serve the needs of our taxpayers. However, we know that no two cities in America are exactly alike; every community has its own plan which is best for its particular needs.

Our coordinated plan has received nationwide attention, and as the future unfolds there will be more consideration given to plans where the school and city facilities are all utilized to the maximum without competition between departments in administering the public recreation program.

Financial Arrangements with School Districts for Local Recreation Services

NORMAN S. JOHNSON
Director of Los Angeles County Parks and Recreation
Los Angeles, California

Let me first declare our firm belief in the park-school concept as it relates to the acquisition and development of local recreational facilities in any given area of the county. In other words, with escalating land values and the increasingly tight fiscal situation both in school financing and recreation financing, it simply makes sense to design recreational and educational facilities for joint use.

By the same token, we also hold a firm belief in cooperative ventures with school districts in recreation programing. We never could justify the empty schoolyard with a fence around it, denying access to children for a recreational experience on weekends and during vacation periods. Certainly the need is increasingly critical now, not only because of population increases but also because land costs for both schools and recreation are becoming prohibitive. Thus it is incumbent upon all of us to make the maximum use of any facility which can conceivably serve recreation purposes.

We in Los Angeles are well acquainted with school-community recreation cooperative ventures, having adopted this approach about twenty years ago in the postwar period, when rapid population expansion in Los Angeles County began to create a serious need for additional recreational facilities. Certainly the need has not diminished, even though many additional facilities have been constructed in the interim. Because of an increasing burden upon local governments in all areas of governmental service, we have been unable to keep pace with recreation needs in the construction of local parks. Here, again, the factors of escalating land values and construction costs have made it mandatory to utilize fully all potential recreational facilities.

When we initiated programs on school grounds twenty years ago, our primary aim was to serve the unincorporated area. However, pressure soon developed for subsidization for schools within cities, presumably because of attendance of children from the unincorporated area at some of these schools. Accordingly, in 1948-49 we developed a formula of support at 25 percent of the cost of the total school recreation program within each city school district in the county.

This program grew until in 1957-58 we were budgeting over $545,000 annually in subsidies for recreational programs conducted in over thirty city school districts in the county. This compared to $515,000 in subsidy and direct leadership programs in the unincorporated area at that time, so that we were actually spending more in city subsidies than in the unincorporated area.

All city subsidies were dropped by the Board of Supervisors in 1958-59 on the basis of a very simple set of principles to which we continue to adhere:

1. That we, as the county recreation agency, are responsible for local recreation programing in the unincorporated area of the county only. We may conduct these programs with our own personnel, or we may give subsidies to other agencies to conduct them, but the responsibility is ours.
2. That the various cities will be responsible for recreation programs in their incorporated areas.

In other words, we attempted to define roles: that we accept fiscal and, if necessary, program responsibility in the unincorporated area and, by the same token, that the municipal recreation agencies also recognize their appropriate role.

In 1960-61, the school recreation program was frozen by the Board of Supervisors, and no additional schools could be subsidized or programed other than those which were being served at the particular time. We were then spending $572,000 a year in either subsidizing or conducting programs at 222 schools throughout the county. But the freeze was even more severe than immediately apparent because, on the basis of the previously stated principles, schools were dropped from the programs as incorporations and annexations occurred. When an area incorporated or was annexed by an adjoining city, all schools within the affected area were dropped from our program because recreation programing then became a municipal responsibility for that area.

As a result, the $572,000 that we were spending in 1960-61 at 222 schools has now been reduced to $385,000 at 136 schools. This situation, including freezing the program and then diminishing it to its present level, has been the result of increasing pressures upon county government to finance so-called mandatory programs such as hospitals, welfare, jails, etc. This factor, coupled with a mounting burden upon the property tax payer who is the chief financial source for local government, has relegated the local park and recreation program to the end of the line for money.

The impact since the imposition of the freeze in 1960 has been extremely severe in certain rapidly growing areas. For instance, in one school district which encompassed both incorporated and unincorporated areas, we were subsidizing five schools out of a total of eleven schools in 1960. Now the district has over twenty schools and we still are subsidizing the same number as we were before. We were at one time paying over 50 percent of the bill for school recreation programs in that district. We are now paying about 20 percent, and the balance has to be shared by the school district and the city. The result of our present program and policy has been that the school districts in the most rapidly growing areas in the county, where the need is the greatest, have tended to suffer while the older established districts have remained in fairly good shape. Obviously such an arrangement cannot go on indefinitely and we are due for some kind of change.

One school district which was not receiving any subsidy whatsoever because it was in a good enough financial position to conduct its own recreation program in the unincorporated area of the district in 1960 recently protested against the current program to the Board of Supervisors. As a result, the Board instructed the chief Administrative officer and our department to make a study to determine a more equitable plan for allocation of funds available for school recreation programing. It is expected that the study will be completed and the answer implemented in the new fiscal year starting July 1.

I want to emphasize our role in connection with the basic principle stated above: that we *do* recognize our responsibility for the provision of after-school, weekend, and vacation recreation in the unincorporated area. The provision of this service can take any form the local entity desires. The program can be conducted by the school district as part of a districtwide program encompassing both unincorporated and municipal areas, or it can be conducted by the affected city for the school district—either of these approaches being financed out of our subsidy program.

The remaining choice is that our department conduct the program for the school district. In this instance, we assign our recreation personnel to the school facility, the district's contribution being the provision and maintenance of the facilities themselves. We are presently conducting such programs at twenty-eight schools throughout the county at a cost of $112,000.

We are not ashamed of our record in the school recreation field. Even under the present restricted program we are spending over 90 percent more in the unincorporated area than we were in 1950. However, for purposes of projection, were we to apply the present subsidy formula of

$2,250 per school to the 147 schools in the unincorporated area which are not now subsidized or otherwise served, we would experience a 65 percent increase in our financing requirements for this program alone.

All of us in local government are feeling the pinch of increasing demands for tax payers dollars. I think this is nowhere illustrated better than in connection with these programs, where both recreation agencies and school districts are finding it difficult to meet the need. I want to re-emphasize our department's firm belief in that need—the need for adequate recreation school programs throughout the county. However, the matter of how to finance them is a separate question, and perhaps the most pressing one at the present time.

Budgeted Funds for School Recreation Programs and Subsidies
County of Los Angeles, 1950-1967

FISCAL YEAR	BUDGET FOR COUNTY OPERATED PROGRAM	SCHOOL SUBSIDIES—CITIES [1]	SCHOOL SUBSIDIES—UNINCORP. AREA [2]	TOTAL
1950-51	$199,203	$355,000	$ —	$ 554,203
1951-52	219,431	355,000	—	574,431
1952-53	230,566	355,000	—	585,566
1953-54	280,702	355,000	—	635,702
1954-55	404,823	541,500	—	946,323
1955-56	567,309	541,500	—	1,108,809
1956-57	593,456	541,500	—	1,134,956
1957-58	448,463	545,652	66,675	1,060,790
1958-59	333,061	—	256,500	589,561
1959-60	314,461	—	308,160	622,621
1960-61	273,245	—	299,571	572,816
1961-62	270,742	—	280,816	551,558
1962-63	181,948	—	286,071	468,019
1963-64	157,169	—	286,071	443,240
1964-65	121,950	—	279,321	401,271
1965-66	114,794	—	277,825	392,619
1966-67	112,255	—	272,871	385,126

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[1] City subsidy program was terminated in 1958-59 when a new County policy designated local agencies as responsible for local school programs. The subsidies to schools in unincorporated areas continued as a county responsibility.

[2] Subsidies to agencies other than the county conducting school programs in county unincorporated area began in late 1957-58. Districts operating their own programs in unincorporated territory reduced the county's operational requirements.

PUBLIC RECREATION JURISDICTIONS AND SCHOOL RECREATION

Combined Recreation Service at the Local Level

GENE SAALWAECHTER
Director of Recreation and Parks
Berkeley, California

Berkeley was one of the first four cities (with Los Angeles, Oakland, Alameda) to develop a public recreation program in California. A Playground Commission, composed of five members, was appointed by the mayor on December 3, 1909. The first school playground was opened during after-school hours under a trained recreation leader in 1914. The pattern for city-school district cooperation in public recreation was established in 1921 when the two jurisdictions jointly employed George Hjelte as director of physical education and superintendent of recreation. Undoubtedly those early leaders who believed in city-school district cooperation felt that the programs of recreation, physical education, athletics, and health education had sufficiently common concepts and objectives to justify joint planning, mutual programing, and combined development of facilities to be jointly used by the administrative bodies responsible for these programs.

In Berkeley this combined administrative responsibility between public recreation and school physical education continued until 1956. During this time the administration of the municipal park function and its landscaping responsibilities were transferred from the city's Public Works Department to create a Recreation and Parks Department. The operation and maintenance of a 202-berth marina was also placed in this new department. These additional responsibilities more than doubled the staff and budget of the previous single purpose Recreation Department.

It became obvious, for Berkeley at least, that supervisory direction of the school physical education program was impractical to keep as a responsibility of a department head who already administered three major operations, i.e. city-school recreation, municipal parks and landscaping, and a public marina. At present, the Berkeley Recreation and Parks Department has an annual operational budget exceeding $1,250,000 involving 88 full-time, permanent employees and 250 or so part-time, temporary employees, and handles a pay-as-you-go capital improvement program averaging $300,000 yearly. The marina operation alone has more than doubled with 389 new berths being added as part of a $2,500,000 expansion program.

Thus the position of supervisor of physical education and health education was created in the school district. The school recreation function (i.e., recreation on school facilities during nonschool hours), which is financed by the school district in the amount of approximately $80,000 yearly, was kept in the Recreation and Parks Department to insure city-school district cooperation and coordination and avoid two separately administered public recreation systems in Berkeley. The coordination of physical education and school recreation activities is now handled by two persons rather than unrealistically being assigned to one individual. Combining school recreation administration with municipal recreation encourages a joint community effort. This need for coordinated development and usage of school and municipal facilities is evident when one attempts to match the taxpayers' increasing demands for public services with the ever limited tax dollar. With such an apparent need, it is sheer negligence to ignore the obvious community advantages of joint planning and programing. Not only do joint planning and use of all community facilities for school and municipal programs minimize duplication, but the sharing and combining of ideas will often result in even more functional, attractive, and economical developments. The first stumbling block is getting city and school officials to admit there is a problem or need which possibly could be solved by mutual participation. It is too easy to go separate ways. The second and most important step requires that both parties exert sincere and continuous effort to understand each other's problems without adopting illusions of grandeur about their personal position and authority.

This approach seems to be working in Berkeley, where in recent years the city has financed two swim centers on junior high school sites provided by the school district; a third swim center was jointly financed. In addition, the Recreation and Parks Department assists the school district by scheduling all public use of school gymnasiums and athletic fields. The Department also recruits and assigns the noon directors involved in the lunch-hour supervision of elementary school playgrounds, thus relieving the teachers of this responsibility.

I have administered combined city-school district community recreation programs for sixteen years in three communities under a total of three city managers and four superintendent of schools. This city-school administrative experience has led me to the following conclusions:

1. Most communities cannot afford separately administered school and municipal recreation systems. A few exceptions, because of size only, would be cities like Los Angeles and San Francisco.

2. The predominant factor in determining "who" should "administer" the combined community recreation service is which jurisdiction has the greater resources for achieving a total public program.

3. School districts for the most part are quite limited in their potential to finance a total public recreation program because of the logical priority of basic educational needs and because of their restrictive tax rate limitations.

4. The most significant new responsibility being assigned the administration of a total public recreation service is the *environment* factor of landscaping, street trees, and architecture of public buildings.

5. The administration of the total public recreation service has grown to new and significant proportions, not only in terms of tax dollars and personnel but in complexity involving the previously mentioned park function and leisure time activities associated with such nonschool administered recreation facilities as museums, marinas, golf courses, zoos, art galleries, convention centers, airports, and public libraries.

6. School district administration of the total public recreation service is in a minority in California because of these financial, facility, and philosophical limitations. Of 242 local public recreation and/or park agencies in California, only nineteen are administered by school districts. This is less than 8 percent. It is interesting to note that of the nineteen school district administered public recreation services, only one has a combined recreation and park function.

7. New concepts of public education have considerable implications for public recreation. As an example, the neighborhood school concept becomes questionable if it results in a segregated school; yet the neighborhood school is supposedly the cornerstone of school-community recreation. What implications are there for public recreation in the educational park concept? The potential may be excellent, but have we as a profession really kept up with the latest thinking in education?

In closing, I offer this last thought for your consideration: There is no one way to do things in public service—there are always better and more effective ways. Our most important assignment is to constantly study, analyze, and evaluate our responsibility to meet the public's environmental and recreational needs in their broadest sense, not our own.

Berkeley Recreation and Parks Department

ADMINISTRATION

The administration of the Berkeley Recreation and Parks Department is unique in that the department head is responsible to both the city manager and superintendent of schools under a written agreement be-

COMBINED COMMUNITY RECREATION SERVICE, BERKELEY, CALIFORNIA

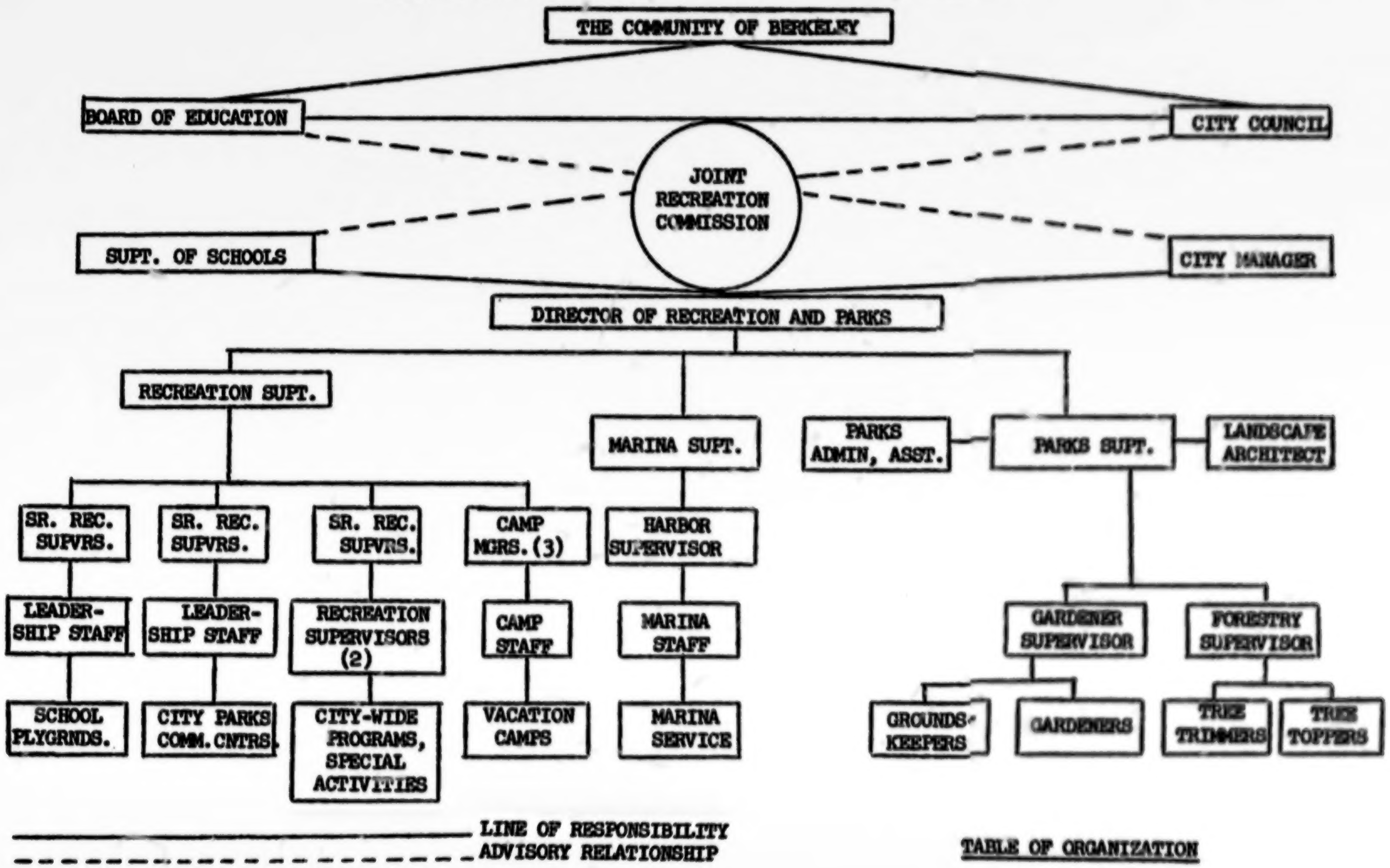
THE COMMUNITY OF BERKELEY
BOARD OF EDUCATION
CITY COUNCIL
JOINT RECREATION COMMISSION
SUPT. OF SCHOOLS
CITY MANAGER
DIRECTOR OF RECREATION AND PARKS
RECREATION SUPT.
MARINA SUPT.
PARKS ADMIN, ASST.
PARKS SUPT.
LANDSCAPE ARCHITECT
SR. REC. SUPVRS.
SR. REC. SUPVRS.
SR. REC. SUPVRS.
CAMP MGRS. (3)
HARBOR SUPERVISOR
LEADER-SHIP STAFF
LEADER-SHIP STAFF
RECREATION SUPERVISORS (2)
CAMP STAFF
MARINA STAFF
GARDENER SUPERVISOR
FORESTRY SUPERVISOR
SCHOOL PLYGRNDS.
CITY PARKS COMM. CNTRS.
CITY-WIDE PROGRAMS, SPECIAL ACTIVITIES
VACATION CAMPS
MARINA SERVICE
GROUNDS-KEEPERS
GARDENERS
TREE TRIMMERS
TREE TOPPERS
LINE OF RESPONSIBILITY
ADVISORY RELATIONSHIP

TABLE OF ORGANIZATION

tween the city of Berkeley and the Berkeley Unified School District. This agreement provides for a combined community recreation service utilizing municipal and school facilities and staff. In addition, the Recreation Commission, a nine-member citizens' board, is advisory to both the City Council and Board of Education on recreation policy matters.

The department itself is administered by a director of recreation and parks who has three divisions of operational responsibility—recreation (city-school), marina, and parks. Each division is headed by a division chief, i.e., recreation superintendent, marina superintendent, parks superintendent. The total department budget for all three divisions will approximate $1,250,000 annually, of which $450,000 will be returned from fees and leases. The school district contributes approximately $80,000 yearly to finance recreation programs on school facilities during nonschool hours. The department has 88 permanent employees and more than 250 part-time employees.

Basic Responsibilities

1. The department's basic recreation service is to conduct daily recreation programs on fourteen elementary school playgrounds and six city parks. In addition, during the summer it operates two family camps (Echo Lake near Lake Tahoe and Tuolumne near Yosemite Park) and a youth music camp (Cazadero near Guerneville). Total attendance at all these programs will exceed one million visits per year. Special programs are extensive and include a day camp in Tilden Park and public swim programs at four swim centers.

2. The basic marina operation is to provide services for 600 boats assigned permanent berthing at the Berkeley Marina located at the west end of University Avenue. The marina recently underwent a $2,250,000 expansion including 389 new berths. Services include surveillance and maintenance of the marina itself in addition to the Berkeley Fishing Pier, a 3,000-foot free fishing pier located in the marina area on San Francisco Bay. More than 500,000 people visit the marina and fishing pier each year.

3. The Parks Division is responsible for the maintenance and beautification of Berkeley's entire park and recreation system, consisting of 30,000 street trees; 101 acres of parks, playgrounds, parkways, center strips, and plazas; four recreation center buildings; six neighborhood parks (Live Oak, Grove, James Kenney, San Pablo, Terrace View, Codornices); three major scenic viewpoint parks (John Hinkel, Cragmont, Indian Rock); the 3½-acre Rose Garden; two lawn bowling greens; and landscape maintenance of municipal buildings including the libraries and City Hall.

PUBLIC RECREATION JURISDICTIONS AND SCHOOL RECREATION

The Anaheim School Districts and City Work Together

JOHN J. COLLIER

Director of Parks and Recreation
Anaheim, California

School areas and facilities represent a major capital investment, and modern needs point to the urgency of using and planning these facilities for community recreation purposes. The public schools belong to the people; so do parks, libraries, and other public recreation properties. It is to the best interest of taxpayers and the rest of the public to coordinate, integrate, and consolidate public facilities when basic functions are not incompatible.[1]

Anaheim, California, has a seventeen-year history of cooperation between the city and several school districts in providing community recreation programs and facilities. We are doing something that could never be accomplished separately without doubling or even tripling the cost. We have proved beyond the shadow of a doubt that cities and school districts can work together in harmony and trust. We are proving every day that formal agreements spelling out every detail of every relationship are unnecessary. We have proved that in order for our relationship to be productive we must believe together in what we are doing and harbor no ulterior motives.

We have proved that our cooperative relationship is more than cooperation—it is a common philosophy of community responsibility to which we all subscribe.

The Anaheim Plan

Anaheim has seven school districts operating within the city boundaries. One is wholly within the city; four have a majority of city students;

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[1] Lynn S. Rodney, *Administration of Public Recreation* (New York: Ronald Press Company, 1964), p. 161.

and three a very small percentage of city students. The three that have the majority—the Union High School District and two elementary districts—along with the city make up the parties involved in providing the joint recreation program. All four cooperate to the fullest with their financial resources and with the facilities at their disposal in order to provide the citizens of Anaheim the best in recreation programs for all ages the year around.

Such cooperation didn't just happen. It took several years of trial and error operation before the pattern of joint effort became established. In the early years the old arguments of "Why don't the schools do it, they have more money?" came from the city. The schools in turn said, "Our business is educating school age boys and girls, not in providing recreation—let the city do it if it feels the need."

From these early attitudes evolved today's concept, in which the city and schools agree on their joint responsibility to provide a more efficient and economical operation of year-round recreation. The framework providing for this combined effort is spelled out in two documents. The first is what is called the Schools-City Agreement, which spells out the financial basis for participation and the combined use of facilities. The second document outlines the manner in which the schools and city are to be represented, and their relationships, through a Parks and Recreation Commission.

Membership of the Commission is specified in Ordinance #1300, passed by City Council, November 25, 1958:

a. Two members to be recommended by the mayor for appointment by the City Council.
b. One member to be recommended from the City Council for appointment by the City Council.
c. One member to be recommended from the High School District Board of Trustees for appointment by the City Council.
d. One member to be recommended from the City School District Board of Trustees for appointment by the City Council.
e. One member to be recommended from the Magnolia School District Board of Trustees for appointment by the City Council.
f. One member to be recommended from the City Planning Commission for appointment by the City Council.
g. Ex officio members, without vote, may be appointed by the City Council as follows: the superintendent of the High School District; the superintendent of the City School District; the superintendent of the Magnolia Elementary School District; and the city manager. Members of the Commission shall serve for a period of four (4) years.

No commission can be isolated in the community and remain effective. The Parks and Recreation Commission must maintain a working relationship with the City Council, the School Board of Trustees, and with the Park and Recreation Administration. As an advisory group, its influence comes only from the manner in which it maintains its relationships. The following gives some specific suggestions as to how to insure that the best foot is forward:

RELATIONSHIP OF THE COMMISSION WITH THE CITY COUNCIL

1. Know your ordinance and the role and function of the Commission.
2. Meet with the Council from time to time in formal session when policies are needed in order to insure a smooth running operation.
3. Remain warm, friendly, and understanding toward the Council, but make your decision on all the facts.
4. When you make a recommendation to the Council, back it up with written facts, oral communications, and action, as necessary.
5. Support the overall program of the Council, not just the park and recreation services.

RELATIONSHIP OF THE COMMISSION WITH THE SCHOOL BOARD OF TRUSTEES

1. Recognize that the schools have an important role to play in the provision of park and recreation services. Joint planning of facilities and use can save the taxpayers thousands of dollars each year.
2. Maintain a cooperative and mutual trust relationship with the school boards of trustees.
3. Meet in formal session with them when policy matters need joint consideration.

RELATIONSHIP WITH THE DIRECTOR OF PARKS AND RECREATION

1. The director is trained in park and recreation work and should be regarded by the Commission as the professional on all matters pertaining to organization, administration, and the program of the Department.
2. Feel free to meet with him to discuss program facilities, objectives, etc. any time, not just in formal session.
3. Keep the line between policy and administrative responsibilities clear.
4. Do not ask him to take sides in a political situation involving personalities.

RELATIONSHIP WITH OTHER COMMISSIONERS

1. Attempt to understand their point of view.
2. Do not speak for other commissioners unless formal action has been taken by the Commission as a whole.
3. Maintain a level head during consideration and do not go overboard with your personal recommendations or allow the Commission as a whole to become too radical in its suggestions.

4. When a mistake is made, admit the mistake as a unit without trying to pin the blame on one person.

Schools and City Jointly Finance the Recreation Program

Our joint financing of the recreation program dates back some seventeen years, when three school districts and the city participated in providing funds for the recreation program. The budget sharing plan was developed with the schools paying approximately one-third of the total cost and the city two-thirds. History does not record how this sharing evolved, but it has stood the test of time.

In 1963 a more solid foundation for this plan was felt to be desirable so that all jursidictions would have a better idea of what to expect as a maximum call upon their yearly budgets to finance the joint program. A committee was set up including representation from the schools, the city, the school superintendents, and the city manager to explore a continuing plan, which would avoid having to start from scratch each year to review the budget.

Trying to come to a solid base when four jurisdictions are involved seemed at first almost an impossible situation. But after a few meetings and the review of several plans, a formula was developed freezing the rate of participation on a two-thirds to one-third basis, geared to the assessed valuation of the community. The average increase of the assessed valuation of the various participants over the last ten years has been approximately 8 percent per year. This type of increase can keep up with the growth of the community and thus stabilize the budgetary planning of the various jurisdictions in the foreseeable future.

The next problem centered around the fact that only one of the three districts was completely in the city. The other two school districts overlapped with the county and other city jurisdictions—in one of them approximately 15 percent of its service area was outside, and in the other approximately 35 percent. The people not living in the city did not receive the benefits of the program directly, although money was allocated by the school districts to the city. One school board member who lived outside the city felt that the taxpayers in his area "were being taken for a ride" in providing recreation for the city but not their own area.

The following solution was developed: Using 100 percent of the assessed valuation figure for each school district as a base, a percentage of the school district assessed valuation which was in the city was determined. A cents-per-hundred factor was then determined so that the amount raised by each would equal the past participation of the district.

This plan met with unanimous approval by the three boards and the city. The agreement, now in force for three years, is notable in another respect in that it does not have to be signed each year by the school districts and the city (as was required under the old arrangement). It is now a continuing agreement, provided that none of the parties to the agreement raise the question of their participation prior to January 1 of each year.

Administrative Relationships

The director of parks and recreation has the responsibility for all parks and recreation contacts with the superintendent of schools and his immediate administrative staff. The superintendent of the Division of Recreation and the staff under him deal with the principals and other school personnel. This division of responsibility makes it possible for problems existing at the lower level (either from the school's or city's point of view) to be reviewed at the top level before getting out of proportion in importance.

This procedure has solved many problems from a policy point of view, since the director and the superintendent of schools, who are somewhat removed from the operation, can sit down together and review situations on an objective basis. Staffwise this approach has also worked advantageously throughout the years.

Joint Schools and City Budgeting Procedure

With four jurisdictions, a high school district, two elementary districts, and a city involved in budgeting for the recreation program, it is absolutely essential that all of them have an opportunity to review the budget. The following procedure has been set up in order to insure proper review before the budget is presented to the parties involved.

1. The Parks and Recreation Department staff prepares the budget.
2. This budget is reviewed with each superintendent of schools and the city manager for agreement with the general philosophy and cost of the program.
3. The budget is presented to the Parks and Recreation Commission. After thorough analysis, any changes are incorporated.
4. The budget is then submitted by each school board member on the Commission to his respective school board. Sufficient copies of the budget are made available so that all school board members can review the budget well in advance. If there are questions, the parks and recreation director meets with the school board to clarify points of concern.
5. The school boards then take action to approve the budget.
6. The City Council receives the budget as a part of the overall city budget for final approval.
7. If any jurisdiction has major concern or changes, the budget is referred back to the Parks and Recreation Commission and then

again to the parent bodies. During the last four years no referral has been necessary.

The city acts as the fiscal agent for the four jurisdictions, with all recreation personnel being processed through the City Personnel Department. Preference is given to school employees who indicate an interest and qualify for positions.

Park-School Concept in Actuality

About seven years ago the city and one elementary school district decided to opt for the park-school idea, so that when the schools purchased a site, the city could purchase acreage adjacent to the school—thus avoiding the duplication of certain facilities.

Initially, a total of ten acres was purchased, five acres each by the school and the city. The playground part was owned and maintained by the city, and the multipurpose area was maintained by the school district. After about three such experiments, this size of site was found to be inadequate from a parks and recreation point of view. The acreage which the city maintained was not large enough to provide a park service as well as an active recreation area for the schools.

Three years ago the formula was changed, and the sites now average from fifteen to twenty acres, providing adequately for school use during the school day, as well as accommodating the public during school hours without interfering with those areas used by the school.

The latest development is a fifteen-acre site in which the schools and the city cooperated in an ideal fashion. The schools own five acres and the city owns ten. Basically there is no written agreement between the school district and the city on how to cooperate in the development of the site to serve both school and parks and recreation purposes. Mutual trust and understanding were established.

The Park-School Plan Design

The first preliminary site plan draft was developed by the school building architect and the parks and recreation design section for presentation to the school board in April 1966. The school board was delighted with the preliminary concepts as presented. The site plan incorporated the various elements essential to both the schools and the Parks and Recreation Department.

From this point on, the schools went ahead with their plans with regard to the actual design of the school buildings and the layout of the area in which they were concerned. The city proceeded with its planning for the park and playground. There was a periodic check back and forth to make sure that each plan was compatible to the whole. The park-playground aspect of the site was reviewed by the school physical education supervisor and the Parks and Recreation Department Recreation Division staff.

After a preliminary plan was developed it was reviewed by the Parks and Recreation Commission and tentatively approved. Next, a neighborhood meeting was called for parents and other interested citizens who would be using the park and school when it was completed. Some sixty-five people came to review the plan. The design section of the Parks and Recreation Department then finalized the plan, incorporating the ideas suggested by the various groups, and a final meeting was held with the school board to decide who was going to pay for what of the combined facility. There was total agreement on how it should be done and the plan was taken to the city officials for final approval. The work is now under construction and the school and park will be dedicated in joint ceremony late in the summer of 1967.

The final outline of the school-park plan and jurisdiction is as follows:

1. The schools provide the multipurpose black top area with basketball courts, tetherball, and game courts on their land.
2. Rest rooms are located in a separate building (not part of a classroom building) adjacent to the park-playground.
3. The intermediate playground, including apparatus, swings, slides, and so forth, is located half on land belonging to the city and half in the school district. The schools provide the Parks and Recreation Department with the money they usually spend on this type of apparatus. The city adds to this amount to obtain a more creative type of play area in keeping with both its overall park plans and the physical fitness aspects with which the schools are concerned.
4. The parking lot, of which the school needs some thirty-five spaces and the city twenty spaces, holds approximately sixty-six spaces and is located between the school and the park, mostly on park property. The cost of the parking lot and the walks around the parking lot is shared equally by the schools and the city.
5. The play field for the schools is provided on city property, with four diamonds located so that soccer fields can be laid out utilizing the same area.
6. The city has incorporated in the balance of the site an area designed for picnic purposes and a small preschool children's area with wading pool located so that mothers can come during school hours and utilize the facility without interfering with the school operation.
7. A small park control building is situated fairly close to the multipurpose area on park property and in close proximity to the rest room. Recreation leadership operates out of this facility after school, weekends, and during summer months for control and supervision of the area.

8. The total park-school site is landscaped with a parklike character throughout.

The outstanding aspect of the development of this plan is that the whole project was developed without a single written statement other than the basic-agreement between the two separate taxing entities. The philosophy prevailed that the same taxpayer was supporting both agencies and that it really didn't make any difference who paid for what as long as it seemed fair and served the total community.

Surplus School Land Developed by City

Two of the school districts had purchased several acres of land more than they needed. The city had planned to provide a neighborhood park in the general vicinity of the school, but no land was available. The city contacted the schools to see if the underdeveloped part of their site might be available. The schools indicated a willingness to enter an agreement if the city would grass the area.

A formal agreement was developed which gave the city a twenty-five year lease on the property for a dollar. The city would develop the area as a park and if the schools had to use the area for school purposes (primarily for buildings) during the twenty-five years, they would pay the city for the improvements made on a graduated basis, related to the years of use.

The city now has three such parks that have been constructed on school property with a four-acre site awaiting final Board of Education and city approval.

Scheduling of High School Facilities

The school facilities such as gymnasiums, swimming pools, and play fields are in great demand in every community. The method of scheduling on a fair basis always poses administrative problems. With this in mind, the schools and the city jointly determined that the Parks and Recreation Department should operate the pools in the summer and schedule the other facilities the year around, when they were not being used for school related activities. The reason for this decision centered on the fact that inasmuch as the Parks and Recreation Department has the major contact with people who might be utilizing both school and city facilities, it seemed logical that it would be more efficient for the Parks and Recreation Department to do the scheduling on a year-round basis.

Of all operating relationships, this one is probably the most difficult to coordinate, because schools may want to use certain facilities on short notice, causing inconvenience to community groups. A policy plan was developed requiring an eight-day notice on the part of the schools and the city in scheduling and canceling outside use. This policy has gone a long way toward avoiding the problems which were with us in the past. It has resulted in better public relations for the schools as well as the Parks and Recreation Department.

The system has proved to be of considerable savings to the schools from a cost and nuisance point of view, for they are not geared to do this kind of scheduling. It has provided the community with a coordinated service of scheduling all facilities, both city and school, at one source. The people of Anaheim now have only one source to consult when they desire to use public facilities.

Joint Development and Use of a Stadium

The high school district had outgrown its ability to seat crowds in its school football stadium. To increase seating meant cutting down on an already limited outdoor area for physical education classes. The city had a baseball stadium with an extra large outfield. The school district came to the city to see if something could be worked out to double the use of the baseball stadium by placing stadium seating just beyond the outfield. After several meetings with the school board and the City Council, the city felt that it could not afford to put in a stadium but that it would be willing to provide the land and maintain it if the schools paid for the stadium seating.

An agreement was arranged whereby the schools financed the seating and in return may use the stadium for ten years without charge, which will amortize the expenditures of the school. In other words, the cost to the city to maintain and operate the facility for football for ten years equals approximately the expense incurred by the schools in building the stadium. The second ten years, the schools will pay a token amount, since the city will be using the stands for other community activities. The next ten years the charge will be on an actual cost basis. This has proved to be a very satisfactory agreement to the benefit of the city, the schools, and the community at large.

City Lights School Tennis Courts

The local high school district provides eight good tennis courts at each of its seven high schools. The city had been considering construction of tennis courts at various park locations, but it seemed poor planning when the number of tennis courts owned by the schools exceeded the national standards for tennis courts in a city of this size. As a result, the city reached a policy decision that no tennis courts would be constructed on city property.

In one part of the community where there was considerable demand for tennis courts during the school day, but the schools were making maximum use of them, night lighting seemed to be the answer. The city discussed this with the school, and consequently plans were drawn up, reviewed by the school board and the city, and the eight tennis courts were meter-lighted on school property by the city.

Under joint use agreement, the schools will maintain the tennis courts and nets, while the city maintains the lights. Any money received from the meters, above the cost of electricity and the maintenance of the lights, is shared with the high school district for court maintenance.

A Baseball Diamond Constructed on a School-Park Site

A large park and a junior high school were adjacent. The junior high was constructed first and the park a year or two later. The school had placed a baseball diamond adjacent to the park property, but because of limited space, the outfield of the baseball diamond was on the track and football area in center field.

The city needed another major baseball field in this section of the city. Instead of building another diamond, the city asked the schools about the possibility of moving the diamond infield and part of the outfield on city property and extending the outfield onto school property, where the present diamond was located. The city offered to construct, maintain, and make the diamond available to the schools during the school year with first priority of use. The schools were delighted, and a letter of intent and understanding was sent to the school board for review and approval.

The field has been constructed. The schools benefit because they have a first-class ball diamond. The community benefits because this is better land use, without duplication. Plans are now underway to install night lighting for extending the use of the facility.

Parks and Recreation Department Mows Grass on School Grounds

Two school districts had several areas of open grass area. Mowing had become such a problem that each was contemplating the purchase of a large gang mower, a major expenditure. These districts had several schools with adjacent parks. The schools approached the city to see if the Parks and Recreation Department could mow their school grounds while mowing the adjacent park with their gang mowers. The city approved, and the schools are charged on a cost basis. This was done by a simple letter of request outlining the cost procedure. The savings to the schools have been considerable.

PUBLIC RECREATION JURISDICTIONS AND SCHOOL RECREATION

Planning and Financing

HUBERT I. SNYDER

Director, Department of Recreation and Parks
Baltimore County, Maryland

The development and operation of recreation and parks in Baltimore County, Maryland, has from its beginning been founded on the premise: "There must be a plan."

In 1953, the Board of Recreation and Parks published a report that provided a focus and a blueprint for the development of public recreation in the county. It outlined the history of public recreation in the county; listed and described all existing facilities; stated the need for public recreation programs in the light of county social problems; established a basic philosophy of recreation for the county; set up specific facility and acreage standards; offered a list of recommendations aimed at implementing a continuous, coherent program of public recreation; divided the county into logical area units for the conduct of the program; and set forth detailed facility proposals.

1965 Plan of Action

In 1965, a new study entitled *Plan of Action for Recreation and Parks in Baltimore County* was published. This action guide recognized that in the years immediately ahead a major effort would be required to meet the constantly increasing recreation and park needs of the citizens of Baltimore County. The plan contains two basic elements: (1) plans and proposals for the development of neighborhood and area recreation and park facilities, and (2) an acquisition program and capital improvement financing schedule.

Planning and financing recreation and parks is probably not a difficult matter. Unfortunately, no one appears to know how to do it in the most satisfactory, efficient, and economic manner. The task becomes more confusing with increasing urbanization. It appears, then, that we must start by recognizing certain fundamental principles or truths. The first is recognizing that recreation and parks deal with people and a large segment of their increasing free time.

People and Leisure Pursuits

Any attempt to acquire knowledge and understanding of people and their leisure leads to the question of what people are doing with their free time and what it is doing to people. It has been said that "people have spent centuries in creating leisure but little time or effort in learning how to use it."

The problems confronting the leaders in this field can be expected to be great, and every answer can be expected to pose a new question. However, it is in this process of question and answer that real progress in planning can be made.

A Concept of Leisure

The Baltimore County Department of Recreation and Parks, in facing the problem of people and their leisure, has set forth the following concept and dedication:

> Recreation and park programs and facilities provide people with the opportunity to add to their happiness as well as their mental, physical, and spiritual growth. They are more than strong tools for human conservation; they can determine to a great extent the sort of men and women nurtured, the order and beauty of their homes, neighborhoods, and communities.
>
> The increasing amount of time made available through shorter working hours and automation; the lengthening life span and earlier retirement of adults; the ever growing free time and decreasing employment of youth; the quickening tempo and complexity of daily living in growing urban communities; the increasing mobility of modern families, bringing a constant turnover in neighbors and neighborhood ties—these forces create a changing scene where recreation and park programs and facilities are required to play a greater role in the creation of more satisfying, fuller lives.
>
> The mastery of skills in sports, boating, sailing, fishing, arts and cracts, outdoor living, music, and drama; the disciplines, drives, and challenges of competition, teamwork, and cooperation; the quest for fitness; the spirit of the game; clean and wholesome companionship; the "practice of the presence of God"; the peace and tranquility found in natural landscapes, unique geological formations, open water, clean rivers and streams; the beauty found in the landscape designs and patterns laid out by hand of man; the beneficial influence of parks and open spaces on their surroundings—these are some of the opportunities demanded by the people.
>
> In his workaday world, man makes a living; in his leisure, man has a chance to make a life. Whether he will succeed or not may be determined

by the opportunities afforded by his community and its recreation and park programs and facilities, but only he can provide the important citizen touch. It is to the preservation of this right and challenge that this Department is humbly dedicated.

Statistical Measurement

Those of us who deal with people, their needs, their lives, and their standards of life, must be able, ready, and willing to define in statistically measurable terms what we are attempting to do, prevent, or deal with before we design plans aimed at providing services and facilities or solving problems. We must recognize that only after this is done is it possible to go into effective and enthusiastic action.

This challenge to define in measurable terms brings forth facts needed to plan properly, and to have such plans understood and capable of attracting adequate financial support. For instance, Baltimore County is not a county as most people know counties: it is actually a city. It has a land area of 607 square miles and has no incorporated places in the entire area. It has a present population of approximately 620,000 and about 22,000 are added each year. The county has a single tax system along with other features which tend to influence the who, how, where, when, and what is done in the county.

Acceptance of the challenge to define recreation in statistically measurable terms requires spotlighting many other important factors involving people and the geography of the place in which they live. *It is a simple but inescapable fact that the kind and type of recreation or park program envisioned and the number, size, design, and location of facilities needed will be determined by the number, age, and sex of those served.* Statistical definition of these factors is the only way to present a true image of recreation needs. This image then will provide the guidelines whereby people get what they want and need, and it forms the foundation for sound financing.

Priorities

Recognizing that the recreation and park needs of people vary in importance, the county established the following priorities for land acquisitions and development of facilities:

Neighborhood facilities were established as Priority I. These include school-recreation center sites, local playfields, playgrounds, and tot lots as well as neighborhood parks and open spaces. The neighborhood park is defined as a small open space providing primarily natural settings. The neighborhood open space includes such land areas as are set aside in the storm drainage plains and other similar public plots of undisturbed land areas created by public improvements and made available for recreation and park purposes.

Area facilities were established as Priority II. These are defined as those which service large portions of the county comprising many neighborhoods. They include such facilities as Merritt Point Beach and Longview Golf Course. Area parks include those of the type of Double Rock Park, and area open spaces are described as stream valleys, large flood plains, and other undevelopable large parcels of land.

Regional facilities were established as Priority III. These are defined as land areas which provide facilities to serve the entire county, neighboring counties, and the city of Baltimore. They include such operating facilities as Loch Raven Fishing Center, County Home winter sports areas, and proposed waterfront facilities such as Hart and Miller islands. Regional open spaces are described as river valleys, extensive marsh lands, and other major undevelopable land areas.

State and federal facilities were established as Priority IV. These recreation areas are defined as those of considerable magnitude and of such scope in development as to become of state and national importance. These include the state park on Assateague Island and the Atlantic Ocean and the Deep Creek Lake Park in western Maryland. They are also areas of such magnitude and historical and geographical features as to attract tourists and sightseers from all over the nation.

School-Recreation Relationship

The school-recreation relationship occupies a special, important position in Baltimore County. The following concept of this multiple-use facility provides the foundation for this neighborhood center:

> The best use of leisure time by all people is the goal of every recreation program. How leisure time is used determines to a large extent the kind of citizen produced. The selection of leisure time activities depends upon the interest of the individual. The degree of interest is the determining factor which will control the individual's selection of and participation in an activity whether good or bad. The individual's continuing interest in any given activity will be determined by the skills possessed multiplied by the opportunities available to use them. Therefore, either lack of skills or of the opportunity to use them will result in lack of interest in wholesome, constructive, and lasting leisure time activities. The development of such leisure time skills and provision to use them in the most economic and satisfying manner is the proper concern of all.
>
> Schools, both public and private, have a basic responsibility for developing in the individual child those skills, insights, and resources which are essential to the satisfactory use of his or her leisure time now and throughout life. Having accepted this obligation, schools are undertaking to provide adequate plants and instruction in order to fulfill it. The development of a program of public recreation, providing children, youths, and adults with opportunities to use and enjoy these skills, insights, and resources is the basic responsibility of the County Board of Recreation and its many affiliated community recreation councils. *The*

> *two programs, education and recreation, are thus complementary and must be closely integrated.*
>
> ### *The School-Recreation Center*
>
> One important way to achieve such integration is through official recognition of the typical school plant, consisting of buildings and surrounding grounds, as a school-recreation center. *This term implies the optimum use of public facilities for both development and application of skills, insights, and resources of individuals through education and recreation.* Not only can the dual functions of the school-recreation center be performed without interfering with any part of the education program, but they will actually broaden and strengthen it.
>
> *The partnership between education and recreation, for the purpose of developing and providing opportunities to apply the skills, insights, and resources for leisure provides a solid foundation for positive and constructive public action.*
>
> The school-recreation center thus serves as a focal point for education, recreation, and all kinds of related activities for the people in the area it is designed to serve. It should be planned so as to meet the most modern standards for both school and recreation functions.
>
> It is economical because it serves two important public programs with only one plant. Thus through careful planning for multipurpose use, the taxpayers buy the *maximum education and recreation benefits.* They get almost twice the value for their tax dollar as compared with the cost of providing two comparable separate facilities. *It is good business. It is good for education. It is good for recreation.*

Those who would lead in the fields of recreation and education must provide through their leadership the opportunity for every individual, in his free time, to be effective in his search for truth, goodness, fellowship, and creative activity. This we can do by helping the people served to develop skills for leisure and provide opportunities for their use. This requires programs and facilities. We must keep in mind that we are concerned with people as individuals, with their pursuit of happiness, their freedom, and their growth. We need to bear in mind in our planning and in our financing that individuals do not exist for the good of recreation and parks but, rather, that recreation and parks exist for the good of the individual.

It is my belief that all of us who would lead in parks and recreation would do well to heed the call for "leadership for action." Whatever direction it may take, creative use of leisure time is a stewardship we need to bear. We must have direction and a plan and assume responsibility. We must not permit our direction to be confused or our responsibility fragmentized. We need to keep before us the sure knowledge that the real participants, or players, in this game of recreation and parks are the people we serve.

The Broad Front Project —Its Implications for School Recreation

LLOYD J. ROWLEY
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A tool for educational gains to prepare young Americans to meet the challenges of the complex age is provided through Title III of the Elementary and Secondary School Act of 1965, which gives the local district a chance to participate actively in educational innovations. This program, known as PACE, is intended both to provide vitally needed supplementary services and to encourage innovations in exemplary applications of new knowledge in schools throughout the nation. As a program of supplementary services, PACE encourages communities to find new, creative solutions to their educational problems, utilizing all available cultural and educational resources. An innovative and exemplary program is designed to create an awareness of educational needs and stimulate formulation of imaginative programs rather than simply to meet the needs themselves. Those who are interested in developing a federal project will find the book *Manual for Project Application* excellent (available from the state educational association or state office). The foreword explains exactly what we are trying to do. The purpose of this manual is to provide the educational community with guidelines for developing projects and submitting applications.

Locally we have an excellent academic program as well as an adequate physical education and health program. We are fortunate in many ways: We're located in a college town—since Washington State College is located there. As far as recreational resources are concerned, we are in a rich area. We are centrally located in the state, which places us in an ideal position for dissemination of information.

One of the main purposes of Title III is to find innovative ways to improve education and, if they are successful, to disseminate information about such activities. Our district was concerned with developing an exemplary program in the area of health, physical education, and recreation. This program is of broad scope—encompassing the total spectrum of grades K through 12—and embodies the community-school concept, or the use of our schools by various agencies. We are even considering including adults and the lower ages. Entitled "Broad Front," our program really is a broadfront approach.

In regard to problems encountered with the government, we haven't run into any. We make the decision as to what we are going to do; they tell us to go ahead. We have to make up our own minds and live with our decisions, since ours is a planning grant. There are several phases, of course. Regarding the first one, we could have said we wanted an operational grant or a pilot grant. We didn't do either—we applied for a planning grant. Our program is planned to explore and develop ways of uniting the efforts of health, physical education, and recreational agencies for correcting physical deficiencies and enriching the opportunities for recreation. It is a complete program, operating to meet the needs of all youngsters, both in and out of school. I feel that health, physical education, and recreation will develop on a year-round basis. I was naive in not realizing the broad scope of what we were undertaking. But there was some advantage to my naiveté, because the program we are in the midst of developing for support of an operational grant will do much for physical education, health, and recreation in Washington and, I hope, in the Northwest.

We are impressed with the things that have happened throughout the United States. One of our jobs is to find out what other people are doing. We are informing ourselves in two ways: first, by actually visiting places throughout the United States and, second, by involving a large staff of consultants. To list a few of the places we visited: Detroit, Flint, Northwestern Chicago, Los Angeles. In Los Angeles, Larry Houston spent four hours describing the many fine things they are doing there. The words "innovation" and "exemplary," occurring repeatedly throughout the literature on the ESEA, Title III, came to mind during our talk at the mention of the portable swimming pool. I believe it is developments like this that Title III is advocating. Then we visited Pasadena, spending two hours talking with Ed Bignell. We have taken our principal, city mayor, and city manager to Monterey to examine the program there. We took our school board chairman and an assistant superintendent to Flint, Michigan, because we were impressed with its program. Thus, by visiting numerous schools throughout the United States, we have discovered and adopted many fine practices. We have had consultants, people with a wide background in this area, working with us. John Nixon from Stanford University is our primary consultant.

I have indicated that our program is "broad front." We have broken it down into five areas. First, in *physical education* we have many projects and many innovative and exemplary practices that we think will have an impact on the state of Washington and, we hope, the nation. We think our physical fitness program will be excellent. We are using some team teaching and have a developmental adaptive as well as a maintenance program. Art Friedman, who has H. Harrison Clarke from the University of Oregon working with him in El Paso, verifies that we are on the right track and have benefited from the model of the El Paso program.

Regarding *lifetime sports,* the second area of emphasis, we're concerned with creating enough competency in youngsters, and we think recreation should be involved. Many youngsters graduating from physical education programs do not have competency in recreation. Most athletes do, of course, and those on the golf or swimming teams; but we are concerned with developing the youngster so that when he graduates from Ellensburg High School he is skilled in at least two lifetime activities. We believe we have a plan that will bring about these results in our local area, which is fortunately situated. We are rich in resources and are located less than an hour's drive from ski slopes. Thirty per cent of the youngsters graduated from our school system have skiing competency. In lifetime sports we will also be involved with movement exploration. One of our teachers attended a workshop at Oregon State University this summer and is working with the others.

Third, in *health* we are fortunate to have a new state health guide developed by a large staff of consultants. We plan to make this health guide work in the state of Washington. If we are going to change health behaviors, then we must do something about parental education.

Our fourth base is in *outdoor recreation.* Hunting, fishing, and camping are abundant in our area, and therefore we will be involved in an outdoor education program. There are things a youngster can learn out-of-doors that he can't learn in a science classroom. But this is not the primary thing we hope to do: we hope to teach youngsters how to live and enjoy the outdoors.

The fifth concern in our "broad front" program is *special education.* We are involved in giving attention to the special youngster, in adapting programs to his special needs.

In our five-pronged program we employ an outstanding consultant staff; we involve our administration, the teachers, the city, and the parks and recreation people; and we involve the city manager, the mayor, and the National Institute of Forestry (which is going to build an outdoor nature study for us at the camp site). We have involved as many people as we can in order to develop a program that will be large in scope and meaningful to our youngsters.

The Community-School Movement in the Monterey Peninsula Unified School District

EDWIN HUBBERT
Coordinator of Health, Physical Education, Recreation, and Community-School Programs
Monterey, California

"One Package Leadership Plan Works," describing our local program, was written July 1963 for the *California Park and Recreation Quarterly* and relates how a half-day community-school leader at an elementary school can effectively tie together four separate services with each one complementing the other. This leadership plan has since grown to exciting proportions and is being initiated in other California communities. We now have sixteen half-day community-school leaders at the elementary level and four at the secondary level. Thirteen full-time leaders are active at elementary and secondary schools, and in January there will be a total of sixteen.

Our districtwide elementary schools half-day leader's schedule, financed solely by our school district, was our base before receiving matching funds for full-time leaders. The half-day schedule is part of the responsibility of full-time directors. These half-day duties are accomplished first, before expanding in all directions with a total enrichment program.

A typical half-day community-school leader's work schedule at a K-6 school includes the following:

11:45 a.m. to 1:00 p.m.—Fifteen minutes of supervision in the cafeteria; the remaining noon hour for supervision and direction of playground intramurals.

1:15 to 3:05 p.m.—Serves as a noncredentialed teaching aide for physical education classes, assisting with skills in tumbling, ball skills, team sports, proper use of apparatus, fitness testing, track and field, and calisthenics. He cannot demonstrate unless a credentialed teacher is present. He also supervises recess activities.

3:05 to 5:00 p.m.—Directs after-school recreation and sports program.

Since 1958, we have made a concerted effort to prove that fulfillment of the community-school concept requires full-time community-school leaders, so that school facilities can be utilized more extensively during the evenings and vacation periods. A community school with full-time leaders as envisioned for the Monterey Peninsula Unified School District is outlined below.

A community school provides continuing educational and recreational services as a neighborhood center on a twelve-month basis from 8:00 a.m. until 10:00 p.m. It offers sustaining opportunities for communication and brings neighbors, school personnel, civic, business, and lay leaders together to improve their neighborhood and to solve individual and community problems cooperatively.

However, mothers, fathers, children, youth, grandparents, and others will not flock to the schools to improve themselves and make effective use of leisure time unless *invited, encouraged, informed,* and *involved.*

One full-time qualified leader working closely with the principal and teachers with a proper work schedule is the key! The leader is one of the links between the school and its neighborhood because he knows the children and their needs and through this relationship reaches the entire family and community.

The leadership plan demonstrates that unity, spirit, cooperation, vision, creativity, and proper utilization of staff, community resource persons, and facilities do not just happen but are brought about through a calculated plan. This concept, emphasizing total enrichment, has as its base vigorous and spirited programs in physical education, health, physical fitness, sports, and recreation. After this base has been established, art, music, library, science, homemaking, shop, guidance specialist, and volunteers become a part of the program which helps to enrich the total community-school concept.

The *key* is a calculated leadership plan in which a community-school leader is available to initiate, follow through, and make it easier for professionals and volunteers to serve.

1958-59 School Year

Our board of education and administration advocated the role of public education in recreation. All schools were receiving after-school and Saturday morning leadership for recreation and sports programs. The complete 10¢ community service recreation tax was used solely for leadership to finance these activities. I was convinced at the time that we would never reach our goals and objectives with only after-school recreation leaders. But, frankly, I could not present a better plan that was financially possible.

The first California workshop sponsored by the State Department of Education and California Association for Health, Physical Education, and Recreation was held on the Monterey Peninsula to formulate a framework for recreation services provided by California school districts. The resulting document printed in 1960 has been our guide regarding principles, legal base, defined terms, and roles of the schools to educate for the worthy use of leisure.

Our district has always realized that the schools cannot do the total job regarding youth and community services. Therefore, we have continually worked with other public and private agencies who have a big responsibility to educate for leisure.

Eldon J. Covell, superintendent of schools at the time, and I attended the First National Community-School Workshop in Flint, Michigan, sponsored by the Mott Program of the Flint Board of Education. I have been living their nationally known community-school concept ever since! A pilot program was submitted to our administration immediately following the workshop.

1960-61 School Year

Helping to prove the worth of full-time community-school leaders was a forty-page document presented to our board of education. Staff from three levels of instruction, in a coordinated plan, compiled specific objectives and stated the success schools were having in meeting these objectives.

A. Each level of instruction covered the areas of physical education, recreation, health, intramurals, and athletics in the following sequence:
   1. Philosophy, aims and objectives
   2. Program
   3. Facilities, staff, enrollment
   4. Evaluation
   5. Areas requiring continuous study to strengthen program

B. Topics covered jointly by all three levels:
   1. Coordination with other levels of instruction as well as community and armed forces
   2. Joint use of facilities and equipment

1961-62 School Year

Articles and speeches were presented on how our schools were united in their efforts. We were successful on staff involvement in facility planning and were proud of our school district organization structure, which we felt was the best to develop spirit, unity, and utilize the right people for the right job. True involvement and proper communications were a top priority. For all appearances, we were on schedule. However, I had failed to get full-time community-school leaders on the job and was becoming disillusioned. It seemed to me that too few were doing all the work and felt our pace could not be continued because a few of us were carrying too heavy a load.

We finally got started and put a man on the job! The first half-day community-school leadership program was under way with a principal and faculty receptive to try something new.

The leader became so enthusiastic that he went way beyond the call of duty. Community resource leaders were used in many ways. The teachers were pleased because of the noon hour and recess relief. They became interested in the change during physical education regarding spirit, organization, and improved skills. Having an activity specialist on duty daily to demonstrate, motivate, and initiate new programs with the help of teachers, rather than having periodic demonstrations made sense to the students. The specialist seemed to inspire some teachers who had excellent training but needed an atmosphere of enthusiasm to motivate them.

The specialist became overly dedicated to his mission of proving over night that this program was the best in California. Even though the experiment was successful, I should caution those of you who may want to start such a leadership plan that we learned the very first year how vital it is to spend time behind the scenes with leaders on philosophy and growth and development.

There was no publicity about this first pilot program. However, word got around. Several principals from other schools observed and became interested in having the same leadership at their school. The door was now open!

1962-63 School Year

A districtwide half-day community-school leaders program was approved by the board of education and administration for all elementary schools. The 10¢ community recreation service tax budget was not enough to finance this districtwide program. The board of education appropriated funds from the general budget to make this new plan possible.

Findings, statements, evaluation and comments were much the same on the districtwide program as they were the year before on the one-school pilot program.

1. Insecure teachers gained confidence in trying new skills and boys and girls benefited.
2. Pupil esprit de corps was better.

3. Teacher morale was better.
4. The community-school leader had many ideas and stamina to help carry on a well thought-out instructional program. This became infectious—teachers and students caught the bug.
5. Discipline problems were alleviated by providing more activities.
6. Emphasis was toward more physical fitness and sports.
7. New activities were introduced.

Mistakes were made by not allowing enough time for orientation, in-service training, and communications. Our central office had to spend extra time obtaining additional jobs for some of the leaders.

It was difficult to provide proper criteria before hiring and placing personnel. Some whom we felt would be successful because of training and experience failed or did only an average job. Those whom we expected to exercise average leadership came through well because of ability to involve others.

Change of priorities on in-service was in order following this year. It was recognized that more time must be spent on basic methods of getting along with people. This has become top priority. Organization techniques and doing research on what the word "involvement" truly means has become another priority.

Teaching skills has been no problem. All our leaders have accomplished this task. However, being able to exercise proper timing, and staying on schedule by bringing people along has been an unsurmountable problem with some leaders. No leader has ever been fired. However, several have just faded away. Some have had to be transferred and were successful at another school.

In spite of the strain of getting started we found it easier to administer the after-school and Saturday programs—primarily because of fewer people involved, less personnel turnover, and better trained leaders as a whole. Fortunately, I was now able to back up my statement that it is better to have fewer people doing more things than to have many people doing many different things.

The worth of a qualified half-day specialist at a school with a principal and faculty interested in the combined services was accepted. However, we were learning that this type of old-fashioned one-package leadership plan would not be easy to interpret.

1963-64 School Year

This was the first year with two full-time community-school leaders. The first full-time community-school leadership plan on a twelve-month basis in California and the Western states was successfully inaugurated. Monterey Public Schools Board of Education and administration joined forces with the cities of Seaside and Del Rey Oaks. By joint financing it was possible to hire two full-time leaders in our schools in Seaside. The program was administered by the school district, which paid for half the leaders' salary; the cities paid for the other half.

The full-time leaders were able to initiate many more after-school activities, such as group piano, beginning ballet, drama, chess, chorus, and others. Leadership was extended for activities in the evening, Saturdays, and vacation periods. The 7:00 to 10:00 p.m. responsibilities were to help initiate adult education classes, club activities, and programs for all ages and interests, library study sessions, and numerous recreation programs.

Monterey Public Schools were honored at the Annual National Community-School Clinic in Flint, Michigan at which many states and foreign countries were represented.

1964-65 School Year

Matching funds from the city of Seaside were increased to cover four full-time community-school leadership programs at elementary schools in Seaside. Half-day community-school aides were placed in junior high schools, where they helped credentialed staff with noon hour, after-school, and Saturday morning intramural and recreation programs.

The first California Community-School Workshop as a part of the CAHPER conference was held in Seaside, and leaders from the Mott Program of the Flint (Michigan) Board of Education were honored speakers.

1965-66 School Year

Four elementary schools and three secondary schools in Seaside could afford full-time community-school leaders because of an increase of budget amounts from the Seaside, and Del Rey Oaks, and a grant of $25,000 from the Mott Foundation. Leaders from Flint were pleased with what we had done with such a small amount of money through joint financing of local public agencies.

The first Monterey County Office of Economic Opportunity Program, administered through our community-schools, made $56,937 available for special programs in Seaside schools. Over 600 students received academic aid in the junior high school after-school study center. The elementary after-school study center helped 500 students, and over 4,000 elementary students received benefits from 62 cultural enrichment field trips.

The new community-school advisor counseled 483 students and dropouts through personal visits and phone calls.

This was a *big* year! For the first time we had full-time community-school leaders at secondary schools. The secondary leaders' duties from 1:00 to 3:00 p.m. differed from those of the elementary community-school leaders because of full-time physical education staff. They used this necessary time for preparation, organizing, and making required community contacts for their evening programs.

A few highlights of activities during the year are as follows:

Many panel presentations on community schools in Seaside were made.

More out-of-town visitors observed community-school programs in Seaside.

Number of requests for information through the mail increased.

First California extension course on community-school concept was held in Seaside. Over sixty enrolled in this three-unit upper division class.

Organization of community-school dance club and performing group.

Organization of community-school Fine Arts Guild.

First Arabian horse show brought to a school and tied in with the Art and English departments.

Monterey Public Schools and city of Seaside community-school program was again represented at the National Community-School Clinic, Flint, Michigan.

About two dozen new club activities were introduced this year, and, as a result of an experimental community-school program, several new adult education classes were initiated. Community-school leaders also helped conduct a survey of community needs, which resulted in the institution of a number of additional adult education classes, where the leaders served as supervisers and evening building directors to help participants feel at home. (The classes themselves remained under the jurisdiction of the principal.)

After three years with full-time leaders it is still difficult to be too specific when classifying a typical elementary or secondary community-school. For example: Noche Buena and Del Rey Woods Community-Schools have the same type of programs from 12:00 noon until 5:00 p.m. However, their evening programs have proved to be very different in that Del Rey Woods stresses adult participation in the evening and Noche Buena concentrates more on social and enrichment activities for youth. Marshall community school has a majority of programs for youth. The volunteer parental participation in planning, organizing, and supervising activities has been outstanding.

In regard to junior high schools, Fremont last year had many boys and girls participating in the library and tutoring program. Other nights were busy with adult education classes. There were no programs offered for the drop-in.

The opposite applied to Portola Junior High where, in addition to the library-tutoring program, many activities with a social atmosphere were scheduled—so much so, that more adult supervision was necessary. The teenagers adopted Portola as their community center and the place to go during the evening.

1966-67 School Year

CITY OF SEASIDE—TEN SCHOOLS

The city has continued to increase its contributing funds. We shall employ seven full-time leaders and five half-day leaders. The small city of Del Rey Oaks has also continued to contribute a share for community-school services for Del Rey Woods school, attended by children residing in Del Rey Oaks.

CITY OF MONTEREY—TEN SCHOOLS

Seven schools will have half-day leaders. However, the City Recreation and Park Department is co-financing one full-time leader at Bay View elementary school. The City Recreation Department is also loaning two of its full-time recreation supervisors to serve as full-time community-school leaders at Walter Colton Junior High and Monterey High School. The program will be administered by the school district, but both public agencies will receive full recognition.

MARINA—FIVE SCHOOLS

Four elementary schools will have half-day community-school leaders. Los Arboles Junior High School will have a full-time leader who will divide his time between the school and the Marina Community Center which is adjacent to the school. Everet Gale, director of parks for Monterey County, has made the Marina Community Center, which is owned by Marina Service Area 28 and 29 and administered by the County Parks Department, available for this jointly sponsored community-school program. Mr. Gale's office will pay one-half of the director's salary. The program will be administered by the school district; however, all program information flyers will fully identify both agencies.

FORT ORD—FIVE SCHOOLS

Funds from Fort Ord have made two cosponsored full-time community-school leadership programs possible. Fort Ord officials are pleased with results and have stated that all schools in Fort Ord will have matching funds for full-time leaders January 1967.

It has become difficult to answer the queries of out-of-town visitors and the mail requests on our new community-school movement. Outsiders want specifics, and, after living this concept around the clock for so many years, we do have an answer for each question. However, the answers can never be absolute, for the following reasons:

1. Needs at every neighborhood school are different.
2. Every principal and faculty is different.
3. There is no rule of the thumb on exactly how many weeks or months it will take before all facilities will be used at an elementary or secondary school.

4. Just because one type of program works at one school does not mean it is the answer for every community school.

The Key

Find program leaders who are energetic, willing to try something new, kind, enthusiastic, loyal, sincere, punctual, and healthy. We want leaders who are not afraid of work, and who are honest with themselves and others. These qualities have been the key to our successful leaders. Naturally skills, philosophy, and formal training are vital. However, we look for the right attitudes first.

There is absolutely no place in our plans for a leader unless he genuinely likes people and wants to help them. Each week seems to bring us closer together as a group, loyal to each other and the community-school concept. We have been brutally frank and very direct about each aspect of the duties and the personal image of our program leaders. This meth- of the duties and the personal image of our program leaders. This method has made us more appreciative of each other and the job to be done.

Working Together

TILLMAN HALL

Chairman of the Department of Physical Education
University of Southern California, Los Angeles

Recently one of the most heated arguments I've heard in some time involved students in a college physical education class. They were discussing the place, the image, even the definition of physical education after all these years. It seems that in some of the professions young people are not pleased with the image we have projected. I was amazed to hear these views, because I thought we were doing a little more than evidently we do.

Even though this discussion concerns the financing of recreation, there are a few things that all the money in the world will not achieve if you can't handle them—leadership of the program, for example. A motion picture on recreation put out a few years ago showed what happens when you have all the equipment in one place and no leaders, and leaders in another place and no equipment. Those who have had experience in recreational projects for the last fifteen years, know the problem of lack of money, which required the best leadership one could develop. And for some 5,000 youngsters during that period of time, we perhaps accomplished more without money, in having them assist us in earning and getting the money to do the things we wanted to do, than we could have accomplished had someone walked up and handed us a check and said, "Fill it out," each year.

Often we're guilty of asking for the money before we demonstrate our ability to handle it wisely. I think the public will support anything it is sure is beneficial to the public. My experience hasn't been on a multimillion dollar scale, but I can assure you—because I have seen it happen on a minor scale—that every time we can demonstrate we know how to use money in a program beneficial to the public, the public will support us. What we have probably failed to do over a period of time is to demonstrate this ability.

The question continually arises: Where shall we train the people that are going into recreation? Shall they be trained in forestry, in education?

Shall recreation be associated with physical education, AAHPER, sociology? What has probably weakened all of us is that we have allowed this division to occur between related fields which once were much closer than they are today.

In the future, when about 85 percent of our population will live in the cities, we will probably come up with a policy that recreation for school-age children be held on school grounds, using school facilities. Perhaps the preschool and postschool ages will be accommodated in a municipal recreation program. We will have to change our ideas about the schools of the future—perhaps they will be twenty-four hour schools. In my community I can play golf and don't have to tee off until 10:30 at night. I strongly suspect that we can plan on the seven-day week, twelve months a year. In the next few years, the quarter system in education will evolve into a different system. If current predictions are accurate, eventually the following will happen: We'll start school any time you want your youngsters to go to school, and you may take your vacation in the month of December or November or February. Instead of the quarter system, we'll probably arrive at a monthly system so that you can start and continue for a period of time. This would make better use of our national parks and other facilities. (We now have about five times as many people as the parks can handle adequately.) We're complaining that we need more school facilities—yet we're closing up many schools at four and five o'clock in the afternoon. And in the next twelve years, in order for us to have the same amount of school space per student as we have right now, we'll have to duplicate all of the existing facilities that took us 300 years to develop.

A recent doctoral study trying to determine whether or not youngsters are getting as much out of the half-day school as the students who go all day, found no significant difference academically. We're still doing in the same way many of the things they did forty or fifty years ago. We're not very experimental.

You and I probably have as great a job as anyone in our society to help people plan for the better use of leisure time. It is claimed that in a short period of time, man will be in a "three-semester" period of life, a kind of trimester. It will consist of about thirty years to prepare for life through all the schooling; thirty years of work; and thirty years of retirement. No doubt we won't be living in this type of existence within the next twenty years. The medical profession states that it needs to discover only one cure to add fifteen years to everybody's life. If arteriosclerosis, the hardening of arteries, can be slowed down or prevented, the average person's life will be increased by fifteen years.

To return to the financing of recreation, we can always use more facilities and leadership. We need money, but we need to go back and work with people who will help us with one basic problem: the youngster who doesn't know how to play will not play; the youngster who doesn't know how to use our schools and playgrounds will probably not use them—and therefore he'll create a problem. Who is best prepared to give this youngster these skills, so that, as he moves from this first period of life into the second and third, he will know how to play?

Physical fitness, physical conditioning, coordination—all of these things are undoubtedly important, as well as knowing how to make and keep friends. We need to know how to get along with people, and playgrounds are probably the best laboratory we have for learning to avoid antagonizing others.

Physical skills are important, too. If I could take 1,000 boys and girls of twenty years ago selected at random and match them against 1,000 boys and girls selected at random today and put them in a tug-of-war, today's boys and girls would pull those of twenty years ago about twenty or thirty feet; then those youngsters of twenty years ago would drag them right out to the ocean. Because we don't have the staying power today. We have the quick burst of speed, we have the best athletes we have ever had in the history of mankind, but they are the 3 percent. When you see a large number of youngsters on the playground who can't dribble the ball without hitting their feet, you know there are a multitude of problems.

Many people and organizations have believed that the early years of a man's life are perhaps the most important. J. P. Watson said, "Give me a child until he is twelve or thirteen years old and I will make, within reason, anything you want me to make out of him—make him a banker, robber, or politician." I teach dance to all age levels and work with some 300 youngsters every week, and have done so for fifteen years. I would much rather have children in my dance class that are in the 2nd and 3rd grades than to have a group of people who are twenty or twenty-five. I can teach them faster and teach them more, for they are more uninhibited, more eager, and ready to go.

I don't believe in the theory that children ought to be able to wander around and do anything they want to do all the time. The time to teach physical skills is rather early, in accordance, of course, with physiological and psychological limitations. In my opinion, the best thing that has happened in our related fields in the last ten years is Little League baseball. I know the NEA, AAHPER, and a whole group of organizations were against it, and probably some of them are still against it.

We don't have the courage or the imagination to stimulate the youngster to develop sustained interest, and there can be no skills learned unless you can bring the youngster back regularly. We have to get him interested. We have to start on a level where he can perform and constantly give him more and more and more. Good skills don't come overnight. It requires a long time, and these youngsters must come in regularly over that period of time.

The people in the teaching profession that should get the most money, I believe, are the elementary school teachers. We ought to find the best teachers in the world, put them in the elementary schools, and pay them three times as much as other teachers. This is where we lay the groundwork. Teach the child how to play and how to gain skills, and he will find a place to use them later on. But if I play a badminton game, and every time I swing at the bird it hits me in the face and somebody giggles on the sidelines, I'm not going to like it and I won't play the game. But if I can hold my own at dancing, and you remark, "Say, you're pretty good at swinging," I will find the time for dancing.

When do you teach them? You teach them during the pliable years when the resistance is almost nil. They are eager, they want somebody to organize and teach them things. In physical education, we have often been guilty of teaching physical education in too much of a recreational manner, dividing children into teams and not teaching them, not giving them the fundamental skills.

Recreation people today are crying: "Physical education has a poor image—I think we ought to set up our own department." But the closer we can work together the more we can accomplish. Really, we're all interested in the same thing. Some are interested in only a small group (the coaches in 3 percent), but in physical education it's our responsibility to teach the fundamental physical skills the youngsters will use in the intramural programs after they finish school. We will never have the number of facilities that, in my judgment, we could use if we did a good job. But unless we have taught the youngsters skills, they won't use the facilities we have.

Trends and Highlights

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I'd like to share with you some of the things that seem to be happening around the country. In at least nine states—California, Connecticut, Florida, Michigan, Minnesota, Ohio, New York, Pennsylvania, and Wisconsin—local boards of education are taking greater responsibility for providing school-centered community recreation programs. There is, too, increasing implementation of the community-school concept. I'm referring to the type of program exemplified in Monterey, California; Flint, Michigan; New Haven, Connecticut; and Dade County, Florida. This is one of the newer concepts in economy and effective maximum utilization of the total school plant for both recreation and education. Park-school developments are increasing in number throughout the country. Minneapolis, a city which pioneered the park-school concept, has a new elementary park school under construction at this time.

The continuing consolidation of school districts into larger administrative units has been, of course, one of the most important developments in the field of education in the past few decades. This consolidation has resulted in more and more multimillion-dollar school plants, built to serve both education and recreation functions. And as this consolidation continues—it's still on the move in California and in several other states—it greatly enhances the school's role in recreation and "beefs up" its ability to carry on a community-school program.

Recent federal legislation provides subsidies for school programs in education and recreation. This has been a tremendous stimulus to the development of school recreation. Congress has passed at least eighteen major bills that provide subsidies for recreation and parks. We've never had it so good nationally—and this not a political remark. No matter what you think about the present administration, for those of us in recreation or in the broader field of education, this administration has a tremendous record. It likes to be referred to as "teacher in the White

House." I guess for both the President and Vice-President it's literally true, and I'm sure the President has exerted influence, and perhaps pressure, to get some of these bills passed. But if anybody has benefited, people in our profession have and the people we serve. Unfortunately, not all of these money bills have been completely funded now because of the escalating cost of the Vietnam war, but I think we all understand that. The bills will be funded eventually.

What is happening in our time is that local citizens are forcing the passage of federal-subsidy bills to finance local community services. This is an interesting phenomenon, and it is because tax rates throughout our country have reached the saturation point—the property tax primarily, which is the main source of support of our education and recreation programs. In fact, last year at the local level there was an average rise of 7.6 per cent in taxes throughout the United States.

An increasing number of school systems are involved in long-range community recreation planning. This has come about largely because of the closer teamwork and cooperation between the schools and other community agencies involved in recreation. Many school systems are employing a full-time person, whose professional preparation has been in the field of recreation, to head the school-centered recreation program. Recent state legislation in a number of states provides for a state department of education subsidy to the local school districts sponsoring community recreation programs. Examples are Florida, New York, and Pennsylvania, where on a matching basis, grants are given by the state department of education to subsidize, or help subsidize, the cost of local recreation services provided by the schools.

There is increasing demand on the part of local citizens to open the schools for use as community centers. This is a logical demand because schools are located where people are. They are centrally located, easily accessible, and represent a large expenditure of public money. They are owned by the public and should be used by the public.

There is an evident trend toward modest fees and charges to make recreation activities self-sustaining. Because of expanded programs, and the limited financial structure due to public resistance to increasing the tax rate, we've had to look for ways to expand the program and obtain the necessary money.

There is increasing use of artificial turf and a wide range of colorful plastic all-weather surfaces, as well as a host of new, creative types of play equipment. More adequate financing of recreation services has resulted in expanded programs which serve all age groups. Even though we've had to get some of this money from fees, program expansion has occurred so that we're now serving senior citizens, the disadvantaged, and the handicapped.

Recently a national conference on programing for the mentally retarded—the first such conference that we know about—was sponsored by

AAHPER. More and more, we're serving various types of handicapped people. In New York, for instance, state law actually requires that the elderly be served.

Conference Recapitulation

STATE FINANCING

Several states have compiled all their state laws relating to the financing of recreation and park services. We have Wisconsin's book, and I think John Klumb has compiled the laws for California; Ohio has pulled its laws together, and there are others. I hope more states will follow suit because then there will be in one package all the laws relating to recreation and park services, whether or not they are school-related. State recreation legislation has resulted in more facilities, better programs, and increased teamwork—cooperation between the schools and other community agencies. California has an excellent policy statement on the roles of public education in recreation, which serves as a blueprint for school-district operation. It has been widely used as a model throughout the country.

Recreation specialists are being added to the staffs of state departments of education—for example, in New York and Pennsylvania.

The growth in the number of school districts providing recreation programs in Pennsylvania is outstanding, and Mike Flanagan's formula for reimbursement of local school districts—by the state department of education—for the cost of leadership services is tremendous. He said it's 67 per cent.

LOCAL FINANCING

I like the slogan of ten two-letter words by Phyllis Lee from Wisconsin: "If it is to be, it is up to me." It is clear, to the point, and worth remembering. Milwaukee, the city of lighted school houses, was cited as having one of the earliest school-centered community recreation programs, dating back to 1917.

Increasing financial support has enabled the addition of recreational activities required to meet the needs and interests of all. Opportunities are provided for the handicapped and disadvantaged, as well as senior citizens. Outdoor recreation opportunities were mentioned, including school camping and tours to Europe. Portable swimming pools have proved popular in the youth services program in the elementary schools of Los Angeles.

Unified school districts in California may levy a community services tax of up to 15¢ per $100 assessed valuation to finance recreation. No wonder California has been able to push ahead. I was interested, too, in Larry Houston's remark about Los Angeles' new annexation fee paid by subdividers to enable the city to buy back needed land for recreation purposes. We have thought for a long time that subdividers should be required to set aside land for recreation, which is probably the only way we can assure its being done.

Joint planning and operation of recreation programs is more prevalent in smaller cities. The coordinated plans of Long Beach and Pasadena are examples. And this joint plan eliminates duplication of effort and makes for more economy of operation. In larger cities, such as Chicago, Cleveland, and Los Angeles, separate programs are run by the board of education and by the city. There is a definite trend throughout the country toward combining the recreation and park functions at the local level. The Recreation and Youth Services Planning Council of Los Angeles was cited as a very important structure for coordinating and mobilizing the teamwork effort of the many agencies involved in community recreation. If we had such an agency in all metropolitan areas throughout the country, we would have much closer teamwork and cooperation.

Then the educational park concept was mentioned. This serves a lesser populated area through bus service. It's an ideal concept for rural areas, enabling them to bring people to a central location. Again, economy and effective maximum use of facilities result.

FEDERAL FINANCING

Some excellent projects have been funded under Title I, III, and V of the Elementary and Secondary Education Act, Public Law 89-10. Under Title I, the "El Paso story" is one of the most outstanding examples in the country. Out of the total allocation of $1.1 million to the city of El Paso, health, physical education, and recreation received over $250,000. Under Title I this money is primarily for the economically and culturally deprived. Under Title III a good example is Ellensburg, Washington, where another exemplary program of health, physical education, and recreation is being developed. Under Title V the TOPS project in Michigan—Teenage Opportunities in Summer—showed excellent utilization of grant money.

THE COMMUNITY SCHOOL

Our "evangelist" Ed Hubbard discussed the program in the Monterey Public Schools, which demonstrated three primary points: economy through the elimination of duplication of effort; maximum use of school facilities for both education and recreation; and full articulation between the instructional and recreational programs, because they are both in the same plant and can supplement one another. These are tremendous advantages.

THE COMMUNITY COLLEGE

Our speaker said that community service, including cultural and recreational activities, is an important function of the junior college today. The title of director or dean of community services is cropping up more and more in junior colleges. The primary purpose of the junior college program is to supplement existing programs and to serve as a source of recreation leadership.

SOME GENERALIZATIONS

At the outset, I think the twofold role of the schools came out in our deliberations. First is the so-called instructional part, the "education for leisure" phase. In 1918 the National Education Association published "Cardinal Principles of Secondary Education," in which "worthy use of leisure" was set forth as one of the seven basic objectives of education. Thus, since 1918, the schools have had an important obligation to educate young people so they may make worthy use of their leisure time.

The second role of the schools is to provide their share of personnel, facilities, and finances in making recreation opportunities available to the entire community. This ranges from the school actually administering the entire program, as in Milwaukee, and the Youth Services program of the Los Angeles City Schools, to the community where the school facilities are only used on a contract basis by the local recreation department.

Regarding the major cities in our nation, we have the problem of 70 percent of the people living on 1 percent of the land. But we're still largely a nation of smaller communities under 5,000 population, and in these communities the schools still have the primary facilities to be used for recreation.

We said that the elementary school is an ideal neighborhood recreation center because of its central location in the neighborhood. The secondary school is also an ideal community recreation center, taking in a larger area. Then the junior college ideally, could become a regional recreation center. This is a concept we should consider more thoroughly. One thing agreed upon was that there is no *one* way to do the job, that each individual community must determine what its resources are, and these differ. Then the power structure decides what, and who, and how the job is to be done. The determining factor in deciding who should administer the program is who can best do it with the cooperation of the others. Teamwork in planning and operating the program is essential.

ROUND TABLE BRUNCH AND DISCUSSION GROUPS

Summaries and Recommendations

I. What should be the roles of the schools in the coordinated community plan for recreation and park services?

Discussion Summary

1. Education will become the main business of life as the need to provide material things is reduced.
2. The purpose of education is to give individuals the best opportunity to learn to live in the existing society.
3. The concept of the self-contained classroom is suspect; the classroom teacher is not qualified to provide skill training in physical education.
4. The need for physical education must be recognized and reinforced before school administrators will give sufficient support to make the school recreation program significant.

Recommendations

1. The school's role should be very broad. Because some physical plants are already in existence, and to avoid duplication, these plants should be utilized to help carry on a year-round program for all ages.
2. All who have responsibilities—the coach, the principal, the superintendent, and the board—should be included in the planning and carrying out of the recreation program.

II. How can we bring about more effective teamwork and cooperation between the schools and other local jurisdictions in the community-recreation program?

Discussion Summary

1. It does not matter who administers the program, so long as there is complete cooperation among all areas of the community.
2. Professional preparation is a problem. Can a trained recreation coordinator be employed by the schools?
3. The playground is an outdoor classroom and therefore should have the best qualified leadership with a salary to match the responsibility.

Recommendations

1. A local coordinating council is necessary for proper planning and communications.
2. Teach people to do a job in a particular agency.
3. We must develop community-activity leaders; we cannot otherwise contribute to integration of school-nonschool activities.

III. What are the advantages and disadvantages of the park-school development?

Discussion Summary

Advantages

1. There is no duplication of facilities.
2. A beautiful park will encourage beautification of the school.
3. The combination will help to sell citizens the concept of recreation.

Disadvantages

1. Lack of funds to buy sufficient land for both parks and schools.
2. Personnel do not wish to give up identity.
3. "What's in it for us?" is a question that must be answered.

Recommendations

There must be more articulation between AAHPER and NRPA.

IV. Can a significant and realistic competitive priority be developed to take advantage of federal funding opportunities for school-community recreation?

Discussion Summary

1. Some high-paying federally sponsored programs, such as Head Start and Champ, have taken many leaders away from school-sponsored programs.
2. Professional supervision or administration should be paid a salary comparable to services.

Recommendations

1. Wage-scale and position titles studies should be made by AAHPER and kept current to assist the entire field of recreation. (If a federal program sets salary and professional standards, it should do so on a consistent level through AAHPER research.)
2. Professional standards of salary and responsibility should be consistent in local, state, and federally funded programs.
3. Participation in the program should require local personnel and be an on-going effort.
4. Federal funds could be used to acquire some specifics, such as pools, buildings, etc.

V. How can the community-school concept best be implemented?

Discussion Summary

1. Identify where we are; then determine where we go from there.

2. There is too much concern with the activity, rather than with the effect upon the whole individual.

Recommendations

1. We must develop community activity leaders.
2. We need college-school-community demonstration centers.
3. We must accept the evolution of services in a community.
4. The community-school concept can best be implemented through a cooperative effort on the part of *all* interested people and existing agencies coming together for a combined effort.

VI. What are some likely sources of recreational leadership?

Discussion Summary

1. Too many good things are vetoed because of the lack of dollars; we often do not need more money if we have imaginative leadership.
2. A potential leadership pool is retired people who volunteer their services—and they may soon be retiring at an earlier age.

Recommendations

1. Look into the possiblities of enlisting capable volunteers.
2. A planned program of recognition of such volunteers helps to keep morale high.